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COMMISSION OF CONSERVATION  
CANADA

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# Civic Improvement

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Report of Conference  
of the  
Civic Improvement League  
of Canada

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Ottawa, 1916





COMMISSION OF CONSERVATION  
CANADA

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## Civic Improvement

Report of Conference of Civic Improvement League  
of Canada held in co-operation with the  
Commission of Conservation in the  
Railway Committee Room,  
House of Commons, Ottawa,  
January 20th, 1916

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Ottawa, 1916

## Commission of Conservation

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*Constituted under "The Conservation Act," 8-9 Edward VII, Chap. 27, 1909,  
and amending Acts, 9-10 Edward VII, Chap 42, 1910, and 3-4  
George V, Chap. 12, 1913.*

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### Chairman:

SIR CLIFFORD SIFTON, K.C.M.G.

### Members:

HON. AUBIN E. ARSENAULT, Summerside, P.E.I.  
DR. HOWARD MURRAY, Dalhousie University, Halifax, N.S.  
DR. CECIL C. JONES, Chancellor, University of New Brunswick, Frederic-  
ton, N.B.  
MR. WILLIAM B. SNOWBALL, Chatham, N.B.  
HON. HENRI S. BÉLAND, M.D., M.P., St. Joseph-de-Beauce, Que.  
DR. FRANK D. ADAMS, Dean, Faculty of Applied Science, McGill Univer-  
sity, Montreal, Que.  
MGR. CHARLES P. CHOQUETTE, St. Hyacinthe, Que., Professor, Seminary of  
St. Hyacinthe and Member of Faculty, Laval University  
MR. EDWARD GOHIER, St. Laurent, Que.  
DR. JAMES W. ROBERTSON, C.M.G., Ottawa, Ont.  
HON. SENATOR WILLIAM CAMERON EDWARDS, Ottawa, Ont.  
MR. CHARLES A. MCCOOL, Pembroke, Ont.  
SIR EDMUND B. OSLER, M.P., Toronto, Ont.  
MR. JOHN F. MACKAY, Business Manager, "The Globe," Toronto, Ont.  
DR. BERNHARD E. FERNOW, Dean, Faculty of Forestry, University of  
Toronto, Toronto, Ont.  
DR. GEORGE BRYCE, University of Manitoba, Winnipeg, Man.  
DR. WILLIAM J. RUTHERFORD, Member of Faculty, University of Saskat-  
chewan, Saskatoon, Sask.  
DR. HENRY M. TORY, President, University of Alberta, Edmonton, Alta.  
MR. JOHN HENDRY, Vancouver, B.C.

### Members, ex-officio:

HON. MARTIN BURRELL, Minister of Agriculture, Ottawa  
HON. WILLIAM J. ROCHE, Minister of the Interior, Ottawa  
HON. P. E. BLONDIN, Minister of Mines, Ottawa  
HON. JOHN A. MATHIESON, K.C., Premier, President and Attorney-  
General, Prince Edward Island  
HON. ORLANDO T. DANIELS, Attorney-General, Nova Scotia  
HON. GEORGE J. CLARKE, Premier and Minister of Lands and Mines, New  
Brunswick  
HON. JULES ALLARD, Minister of Lands and Forests, Quebec  
HON. G. H. FERGUSON, Minister of Lands, Forests and Mines, Ontario  
HON. A. B. HUDSON, Attorney-General, Manitoba  
HON. GEORGE W. BROWN, Regina, Saskatchewan  
HON. ARTHUR L. SIFTON, Premier, Minister of Railways and Telephones,  
Alberta  
HON. WILLIAM R. ROSS, Minister of Lands, British Columbia

### Deputy Head and Assistant to Chairman:

MR. JAMES WHITE



TO FIELD MARSHAL HIS ROYAL HIGHNESS PRINCE ARTHUR WILLIAM  
PATRICK ALBERT, DUKE OF CONNAUGHT AND OF STRATHEARN, K.G.,  
K.T., K.P., &c., GOVERNOR GENERAL OF CANADA.

MAY IT PLEASE YOUR ROYAL HIGHNESS:

The undersigned has the honour to submit the attached report of the inaugural Conference of the Civic Improvement League of Canada, held at Ottawa on January 20, 1916, and at which Your Royal Highness was graciously pleased to attend to address the delegates and open the meeting.

Respectfully submitted

CLIFFORD SIFTON

*Chairman*

*Commission of Conservation*

OTTAWA, April 6, 1916

OTTAWA, CANADA

April 5, 1916

SIR:

A report of the preliminary conference, looking to the formation of a Civic Improvement League for Canada, held under the auspices of the Town Planning Branch of the Commission of Conservation on November 19, 1915, has already been submitted to you. As an outcome of this conference a meeting was held at Ottawa on January 20, 1916, at which the Civic Improvement League of Canada was duly inaugurated. I beg to transmit herewith the report of the said meeting.

Respectfully submitted

JAMES WHITE

*Deputy Head and Assistant to Chairman*

SIR CLIFFORD SIFTON, K.C.M.G.

Chairman

Commission of Conservation, Ottawa



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### **PREFATORY NOTE**

A report of the Preliminary Conference of the Civic Improvement League was published under date December 28th, 1915. The two reports form a complete record of the proceedings which have taken place in connection with the formation and launching of the League.

They also present a general outline of the whole subject of civic improvement dealt with by experts on the different branches of the subject and with comparatively little reiteration of the same point of view. For that reason these reports will be found useful for general reading as well as for purposes of reference.



# Civic Improvement League of Canada

Report of Conference

in the

Railway Committee Room, House of Commons, Ottawa,

January 20, 1916

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## ADDRESSES OF WELCOME

SIR JOHN WILLISON (Chairman): It is my pleasure and privilege to introduce His Royal Highness the Governor General. In spite of the pressure of many duties and obligations he has been kind enough to come here this morning to express his interest in this movement in which we are engaged. We know how absolutely he has become identified with Canadian affairs, and how, throughout his whole term in Canada, he has stimulated us to higher ideals of citizenship and a more zealous devotion to the public welfare. We deem it very fortunate that, in this tremendous time through which we are passing, we should have the advantage of the presence and the counsel of one so closely related to the Throne and to the Empire, for whom and for which we are making such efforts as we may and such sacrifices as the times require.

## SPEECH OF THE GOVERNOR GENERAL

H. R. H. THE DUKE OF CONNAUGHT: Sir John Willison, ladies and gentlemen: In these stirring times, when practically the only occasions on which I speak are meetings held to promote the warlike energies of the Canadian race or to encourage the very patriotic and most generous impulses of all Canadians, both men and women, it is an especial pleasure to be present on an occasion like this, where we are dealing with a question which has nothing to do with war, and is entirely free from its anxieties, one which, I think, is deeply connected with the whole of the social life and improvement of this vast Dominion. From the very first, since I came to Canada, it has struck me that we were not sufficiently energetic, and that we did not take sufficient interest, in that very important question which is now generally called town planning. It is a very general expression, for, to my mind, it means everything connected with the future of our cities, of our towns, aye, of the country in general. You may say: Why do I say that it is such a general term? The reason I make some point of this is that in any place, wherever we

have lived, all the surroundings that we have there are connected with this one important question. It connects with health, convenience, sanitation and beauty. Therefore, it appears to me that there is no object of greater importance for the future advancement of our cities in Canada, than to recognize that whatever we do in the future for our cities ought to be done with an aim, ought to be guided by certain distinct principles. This refers particularly to questions of water, drainage, communication, planning and beauty. The consideration of these questions must be combined, if we intend to run our cities in the admirable way in which the cities in parts of Europe and in the United States are run. I rejoice to think that there is a feeling springing up generally among all the present and, I hope, the rising generation too, that we should make good this rather weak point in our Canadian administration, that we should interest everybody, of every class, in the urgent necessity for carrying out improvements on proper lines. There are few questions more interesting and there are few questions that produce so great a result. I have seen several of those town-planned cities in England, and I have been greatly struck with the extraordinary common-sense manner in which those cities have been built. They have been built in a practical way, they have been built in an artistic way, and they are most comfortable to live in. There is a very healthy tone throughout the people who are living in these places. It seems to promote feelings of satisfaction and feelings of health, and I cannot but think that if any Canadians are going over to England—and if they have any time to spare—if they would visit one of these cities they would be deeply interested to see what can be done in a small way and in a very practical way to promote what should be the object of our town planning in Canada.

Gentlemen, I feel that there are so many of you here that are so much more capable of speaking on this subject than I am, that I have no right to take up your time. But I wish to assure you of the very warm interest I take in this question. I am very pleased to see so large and influential a meeting and to see that there are representatives from all parts of Canada. It is a very satisfactory thing to see, and I congratulate Sir John Willison on having such a good attendance. I hope that the very best results will attend you, and that, year by year, a deeper interest will be taken in this whole question.

DR. J. W. ROBERTSON (Ottawa): Your Royal Highness, Mr. Chairman, ladies and gentlemen: In the absence of Sir Clifford Sifton, Chairman of the Commission of Conservation, who is away from Canada because one son is wounded and another suffering from illness contracted at the front, and who, we hope, will all come back and serve Canada in peace as willingly as they have done in war, I am to say a few words of appreciation on behalf of the Commission. We heartily appreciate



the presence of His Royal Highness this morning. Canada is happy in the circumstance that both her natural and her official leaders are continually directing the attention of the Canadian people to things well worth while; and what more worth while than to try to make the conditions in the place where we live, be it city, town, village or farm, the best possible for ourselves and our neighbors?

The League is fortunate in being called into existence under the auspices of the Commission of Conservation. It is the business of that body to consider the physical side of our national life and undoubtedly it becomes the duty of this body to consider the physical side of our municipal life. A municipal organization is not a business concern only, although nearly all criticism levelled against our civic administration is based on that assumption. It is more than a business concern, it is an organization to permit and to promote living at its best. It means health, safety, convenience—and we have all but forgotten that it should mean beauty. It should also mean the abatement of poverty, because this is a matter of community, as well as individual, concern.

The official body needs voluntary co-operation. Too much of our voluntary associations' work hitherto has evoked from the official body expectation of conflict. We can get a better spirit between the voluntary organizations and the official bodies that will be of value to both. That is the only way in which the public can be educated. The great duty of this League and these various associations is to educate the public. This should be done not merely by furnishing information. Let us seek to educate the public how to do things. Education comes only from a series of experiences in ourselves. Get the public to attempt something through and with your organization and public education will advance by leaps and bounds. Thus we shall have done the real work of conservation, conserving the physical setting of our lives at its best, and thereby we shall have helped largely in the effort towards increasing the intelligence, the ability and the good will of all the people.

On behalf of the Commission, and of ourselves here, I express our warm thanks to His Royal Highness for being here this morning.

#### MAYOR'S WELCOME TO OTTAWA

SIR JOHN WILLISON: Mr. Nelson D. Porter, Mayor of Ottawa, has been good enough to come here this morning to say a few words to us in the name of the city.

MAYOR N. D. PORTER (Ottawa): It gives me great pleasure to be present this morning and to welcome you on behalf of the city of Ottawa. Many duties fall to the lot of a mayor of a city but, to me at least, there are none that give quite so much pleasure as welcoming those who come to visit us, whether it is on pleasure or business, or on pleasure and

business combined. The object which you have in view in meeting here to-day meets with the hearty sympathy and approval of those who are interested in giving to the people a better form of civic government. I do not think that there is any service next to the duty and devotion that we owe our country, better than working to promote the interests of the city in which we live. Until one year ago, I never took the interest I ought in civic affairs, and I felt I was doing my whole duty when I handled my own business and my domestic concerns. But the past year has given me a broader outlook. No man can be a good citizen if he neglects the affairs of his city, and we shall not have a better form of civic government until the citizens as a whole come to realize that fact. Not very long ago I was asked to address a meeting of the Ottawa Board of Trade, which has a membership of some 4,500 members. There was a grand turn-out of some 25 members. What can you expect in the way of better civic government when the Board of Trade of this city, the representative men, evince such a lack of interest? If we wish to have better civic government, we must strive for it.

The time has come when we should change our form of government. As you know, in Ottawa, we have the mayor, four controllers, and eighteen aldermen. It is a large piece of machinery to put into efficient action. The business of the city can be done under the form of a commission much more economically and much more efficiently than under the system now obtaining. At the present time, politics and religion are very often mixed up with the consideration of the question at issue. These questions, while they do not appear on the surface, are always back in the mind of some one or more members of the council and affect in numerous ways many steps of progress that may be desirable.

Nevertheless, until we work out a better form of civic government, much might be done even with the form of government we have to-day. There was never a time in the history of our country when we needed a wise and business-like administration so much as we do to-day. This war is teaching us all to live more economically, and this applies to the city as well as to the individual. If the people who represent the city, instead of just being elected for one year so that there is no continuity and no consistent policy can be pursued, were elected for a longer term, so that the mayor and his associates could lay out a certain definite policy for the city, it would be a very great advantage.

By virtue of my office I was a member of the Federal Planning Commission here. At first, although I had lived in the city for many years, I did not realize what the appointment of this Federal Planning Commission meant, but after I became a member and attended two or three meetings, I began to comprehend that it was a big thing, and that



it would be a big thing for any city. Under this Federal Planning Commission our future is laid out for us. The gentlemen on that Commission employed the best assistance they could get. They were aiming at a Washington of the North, a federal district. They have laid out the city for a population of some 250,000 people, with beautiful broad roadways and highways, the wholesale districts segregated so as not to injure the value of adjoining property, beautiful approaches to the city, the railways running so as not to impede future progress, and many other improvements. After attending two or three meetings of this Commission, when matters would come before us in the Board of Control and the Council, I always had these plans in my mind. A man would come for authority to lay out a subdivision. I would immediately think of the Federal Planning Commission and ask myself: Will this be in accord with what is wanted in the future? Similarly with street widenings, the idea that is always in my mind is that we are not building for to-day but for the future. So I am very glad to welcome you here on behalf of the city. If there is anything that I, as mayor, can do to facilitate your work, I am absolutely at your service.

#### CHAIRMAN'S ADDRESS

SIR JOHN WILLISON: As I read this programme, the next feature is the Chairman's address and you will be glad to know that it will be very brief.

The character of a people depends greatly on the character of their surroundings. If you desire to have a healthy, happy, contented, efficient people, they must have comfortable surroundings in their homes, in the city or in the country. Just as certainly as you put people on mean land you eventually have a mean people; and just as certainly as you put people in slums in the cities you produce a slum people and many costly problems for the community. It may be very fairly asked: Why should we at this time devote ourselves to these particular problems? There are two or three reasons. In the first place, we have learned, as we never understood before, that all of us can do more and better public service than we have been doing. We are disposed by the character of the test through which we are passing to do public service more self-consciously and more willingly than ever before. More than that, many of these problems relate to the war and, in their ultimate consequences, bear very greatly on the conditions that will obtain when the war is over. I am not going to deal at all with the great question of immigration and the kindred question of unemployment. None of us can speak with any authority as to what conditions will obtain when the war is over, whether we shall have a great stream of immigration or not. But we shall have new and very vital problems when the war is over. We

shall be re-created in many particulars and it is wise and fitting that we should, in so far as possible, prepare, before peace comes, for the conditions that will obtain when it is restored. If peace came at once, we should be very greatly lacking in preparations. One of the great things that this organization will accomplish will be that it will stimulate general public interest in the problems that vitally concern the average every day life of the people.

In your name I have to thank the Mayor of Ottawa for his sympathetic and thoughtful address. Probably those of us who are present can accept in full his gospel of citizenship.



### REPORT OF PROVISIONAL COMMITTEE

MR. THOMAS ADAMS (Ottawa): The first item of business to be carried through this morning is described in the programme: "To receive the report of the Provisional Committee and to elect the first members of the Dominion Council." The report of the Provisional Committee appointed at the Conference of the nineteenth of November will be very briefly given. A more lengthy report of the Conference itself will be found in a book which has been distributed and which you will find on the chairs. The two matters which have to be decided this morning, and in regard to which the Provisional Committee make definite recommendations, are what action to take regarding (1) a constitution and (2) the appointment of a Dominion Council.

The report is as follows:

At the preliminary conference of the League, held on the 19th of November, it was decided to hold a further conference in January and the question of determining the place and date of meeting was left to the provisional committee. Owing to the size of the committee the duty of making preparation for the general conference was left to a small sub-committee to be appointed by the chairman, Sir John Willison. After considering all possible alternatives, Ottawa was selected for the first conference, and the most suitable date was found to be January 20th.

Invitations to the conference were issued by the Commission of Conservation accordingly. These were sent to the following:

Members of the Senate and House of Commons

Provincial Governments

Provincial Boards of Health

City and Town Councils

City Improvement Leagues and kindred organizations

Boards of Trade and Chambres de Commerce

Engineering, Architectural and other societies

Local Councils of Women

Fire Chiefs and Fire Prevention Associations

Members of Provisional Committee and those who have written expressing a desire to become members of the League.

The three matters that received consideration of the Provisional Committee were:

(1) The form of constitution of the League, and the confirmation or amendment of the decisions arrived at on this matter at the preliminary conference; (2) the making of a recommendation of the list of names of those who should form the first Dominion Council of the League; and (3) the preparation of a programme for the January conference.

CONSTITUTION—With reference to the first question, that of framing a constitution, the committee is of opinion that it is not desirable to take up any large part of the time of the conference with details of constitutional procedure. They hope the constitution will be made elastic and will grow with the League. They therefore suggest that, for present purposes, it will suffice for this conference to confirm the resolutions passed at the preliminary conference subject to the passing of two further resolutions, the first to determine the size and composition of the Dominion Council, and the second to refer the further consideration of all matters to the said Council when appointed.

DOMINION COUNCIL—With reference to the question of how to select the Dominion Council the committee is confronted with a matter of some difficulty. The Council should not be too large and yet should be representative of every province. Both results are not easily obtained, and it appears likely that a large Council will have to be appointed, leaving such Council to select an executive committee from its membership. A possible basis for selection for the Council would be one member for every 100,000 people in each province. To this might be added, say, 25 members representing such Dominion organizations as the Commission of Conservation and Union of Canadian Municipalities, elected by their respective organizations. The suggested arrangement would mean a membership of 100 as shown in the following table:

| Province                     | Proposed<br>representation |
|------------------------------|----------------------------|
| Ontario .....                | 26                         |
| Quebec .....                 | 21                         |
| Manitoba .....               | 5                          |
| Nova Scotia .....            | 5                          |
| Saskatchewan .....           | 5                          |
| Alberta .....                | 4                          |
| British Columbia .....       | 4                          |
| New Brunswick .....          | 4                          |
| Prince Edward Island .....   | 1                          |
| Dominion organizations ..... | 25                         |

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100

To secure a satisfactory result the Committee think that the members from each province should select their own representatives, but this will not be practicable at present. They suggest as the best arrangement for this election that they nominate a nucleus of 58 members so as to allow an addition of a further 42 members to be made by the Council. This Council would act *pro tem*, with power to reconstitute itself and



increase its membership, securing, as far as practicable, that the selection of additional names would be made with due regard to the desirability of securing representation of influential associations and corporations whose work and interests are allied to the aims of the League.

The Committee recommend the appointment of Sir John Willison as Chairman of the Council.

The Committee much regret to record the death of one of the most valued and enthusiastic of our original members, Dr. S. Morley Wickett. His loss is a serious one to the League, as it also is to public life generally.

The Committee recommend that the following 56 members of the Provisional Committee, with the addition of Mrs. Torrington, National Council of Women, and Prof. Oliver, of Saskatchewan, making a total of 58, be elected as the Dominion Council *pro tem*:

G. Frank Beer, Toronto Housing Co., Toronto, Ont.  
 Mayor C. S. Walters, Hamilton, Ont.  
 Dr. Horace L. Brittain, Director, Bureau of Municipal Research, Toronto, Ont.  
 R. O. Wynne-Roberts, Toronto, Ont.  
 Noulan Cauchon, Ottawa, Ont.  
 Geo. Phelps, North Toronto, Ont.  
 E. P. Coleman, Hamilton, Ont.  
 D. B. Detweiler, Berlin Civic Association, Berlin, Ont.  
 Dr. W. J. A. Donald, McMaster University, Toronto, Ont.  
 John Firstbrook, Toronto, Ont.  
 J. L. Garland, President, Board of Trade, Ottawa, Ont.  
 J. P. Hynes, Toronto, Ont.  
 Dr. Franklin Johnson, Jr., Social Service Department, Toronto University  
 J. J. Kelso, Department of Neglected and Dependent Children, Toronto, Ont.  
 J. J. MacKay, Secretary, Town Planning Commission, Hamilton, Ont.  
 Dr. Helen MacMurchy, Inspector of Feeble Minded, Toronto, Ont.  
 W. A. McLean, Deputy Minister of Highways, Toronto, Ont.  
 Mrs. Adam Shortt, Local Council of Women, Ottawa, Ont.  
 R. B. Whyte, Ontario Horticultural Society, Ottawa, Ont.  
 Sir John Willison, Editor, *Toronto Daily News*, Toronto, Ont.  
 Dr. Frank D. Adams, McGill University, Montreal, Que.  
 Dr. Wm. H. Atherton, Civic Improvement League, Montreal, Que.  
 G. F. Benson, President, Board of Trade, Montreal, Que.  
 H. Bragg, *South Shore Press*, St. Lambert, Que.  
 W. H. Dandurand, Montreal, Que.  
 Dr. E. M. Desaulniers, M.P.P., St. Lambert, Que.  
 J. U. Emard, K.C., Montreal, Que.  
 J. J. Fitzgerald, Secretary, Board of Trade, Sherbrooke, Que.  
 C. H. Gould, Librarian, McGill University, Montreal, Que.  
 Hon. J. J. Guérin, Civic Improvement League, Montreal, Que.  
 W. D. Lighthall, K.C., Metropolitan Parks Commission, Montreal, Que.  
 Frank Pauzé, President, La Chambre de Commerce, Montreal, Que.  
 F. J. Todd, Architect, Montreal, Que.  
 Septimus Warwick, F.R.I.B.A., Montreal, Que.  
 Frederick Wright, Editor, *Municipal Journal*, Montreal, Que.  
 Hon. Sydney Fisher, Knowlton, Quebec.  
 W. Sanford Evans, Board of Trade, Winnipeg, Man.  
 Commissioner J. H. Garden, Calgary, Alta.  
 G. R. G. Conway, Vancouver, B. C.  
 W. F. Burditt, Secretary, Town Planning Commission, St. John, N. B.  
 R. M. Hattie, President, Civic Improvement League, Halifax, N. S.  
 Dr. P. H. Bryce, Immigration Branch, Dept. of the Interior, Ottawa, Ont.

Frank Darling, Royal Institute of Architects, Toronto, Ont.  
Dr. E. Deville, Surveyor General, Ottawa, Ont.  
Chas. A. Magrath, Chairman, International Joint Commission, Ottawa, Ont.  
Prof. Adam Shortt, Civil Service Commission, Ottawa, Ont.  
Mrs. Smillie, Public Health Com. of N. C. of Women, Ottawa, Ont.  
Bryce M. Stewart, Labour Department, Ottawa, Ont.  
J. S. Woodsworth, Canadian Welfare League, Winnipeg, Man.  
J. S. Watters, Trades and Labour Congress, Ottawa, Ont.  
Prof. W. T. Macoun, Dominion Horticulturist, Ottawa, Ont.  
Douglas H. Nelles, Geodetic Survey, Ottawa, Ont.  
Sir Clifford Sifton, Commission of Conservation, Ottawa, Ont.  
Dr. J. W. Robertson, Commission of Conservation, Ottawa, Ont.  
James White, Commission of Conservation, Ottawa, Ont.  
Thomas Adams, Commission of Conservation, Ottawa, Ont.

MR. J. CRAINE (Smiths Falls) moved, seconded by Controller T. S. Morris (Hamilton): That, for present purposes, it will suffice for this Conference to confirm the resolutions passed at the Preliminary Conference, subject to the passing of two further resolutions—the first to determine the size and composition of the Dominion Council and the second to refer the further consideration of all matters to the said Council when appointed. Motion carried.

MR. G. F. BEER (Toronto) moved, seconded by Mrs. Glasgow (Toronto): That the recommendations of the Provisional Committee as to the proposed basis of representation be approved. Motion carried.

MR. THOMAS ADAMS: By virtue of passing that resolution, we cannot appoint a permanent Dominion Council, but merely one *pro tem* with power to reconstruct itself and add to its numbers.

The next item is the selection of the first group of names as a provisional Dominion Council. It is proposed in the report that the Dominion Council, as determined, consist of fifty-eight members, and be the members of the Provisional Committee which has been already preparing for this Conference, the selection of additional names to be made, as far as possible, with due regard to the desirability of securing representation of improvement associations whose work and resources are allied to the aims of the League.

Out of the total list of names, the number for Ontario is nineteen, out of a possible twenty-six. The number for Quebec is fifteen, out of a possible twenty-one. These names have been adopted on a certain principle, namely, that they are the names of members of the Provisional Committee representing different provinces and organizations. The matter of a more careful selection will have to go before a representative meeting on a subsequent occasion.

CONTROLLER T. S. MORRIS (Hamilton) moved, seconded by Dr. H. L. Brittain, that the fifty-eight persons nominated to form the provisional Dominion Council be elected. Motion carried.



DR. P. H. BRYCE (Ottawa) moved, seconded by Dr. W. H. Atherton (Montreal): That Sir John Willison be the first Chairman of the Dominion Council, and that he be empowered to select a small executive committee from the members of the Council to proceed with the drafting of a constitution and other preparatory work. Motion carried.

DR. H. P. BRYCE moved, seconded by Dr. W. H. Atherton, that the Committee on Resolutions temporarily in existence the previous night (Jan. 19) be continued. Motion carried.

CONTROLLER J. O. MCCARTHY (Toronto) moved, seconded by Mrs. Adam Shortt (Ottawa): That the Council record with much regret the death of one of the most valued and enthusiastic of its original members—Dr. S. Morley Wickett, of Toronto. Motion carried.

MR. THOMAS ADAMS: By virtue of the passing of these resolutions it may be implied that you approve the report of the Provisional Committee as a whole. Agreed.

### **PRESENT SCOPE FOR PRACTICAL WORK IN IMPROVING CIVIC CONDITIONS**

SIR JOHN WILLISON: I shall ask Mr. Adams to tell us just exactly why we are here and what we have to do.

MR. THOMAS ADAMS: I have prepared a short paper which will help, I think, to bring before our minds this morning, some of the reasons for our presence and some of the subjects which might be very properly discussed. In the first place I have to convey to the meeting from Mr. J. Horace McFarland, Chairman of the American Civic Association, the greetings of that Association and best wishes for the success of this League. There are also a large number of apologies from those who have been unable to attend.

As an organization, the Civic Improvement League will have to justify its existence not by the excellence of its aims but by its success in securing their attainment. On a previous occasion we discussed the desirability of forming the League and the scope and objects for which it should stand. Having arrived at certain conclusions regarding these matters and put these conclusions on record, I hope we shall all regard it as irrelevant in to-day's proceedings to take up much time with words of commendation regarding the purposes we have in view and concentrate on the consideration of the work to which we can immediately set our hands. For my part I do not desire to occupy any time with suggesting the pressing need for reform of some of our civic conditions. I think we are agreed upon that as well as upon some of the directions in which reform is needed. One fact alone I may be allowed to mention as supplementing the figures given in the statement I presented to the previous conference, namely, that, in four of the provinces represented here to-day, an average of over one hundred entirely new towns were created between 1901 and 1911 and, considering that the development of these provinces has only begun and that in the older eastern provinces new areas are being opened up, we see how great are our opportunities in starting this League while yet there is time to assist in laying the foundations for a healthy civic structure throughout the Dominion. I may also be permitted to emphasize the need of always bearing in mind that the problems of the country and the town are really twin problems and cannot be effectively dealt with independently of each other.

What then is the scope for immediate action in dealing with these problems, having regard to the evils of our present system, the tendencies at work, the extent and character of future growth and the peculiar conditions created by the war? Let us consider them under the three heads under which to-day's discussions will take place.



### **Municipal Government and Finance and Unemployment**

The greatest need in connection with these matters is that a Department of Municipal Affairs or a Local Government Board should be created in each province. That need arises from the fact that we require more uniformity in regard to measures which are necessary to secure (1) real and effective economies in the general conduct of municipal business, (2) lower rates of interest on municipal borrowing, (3) greater efficiency in carrying out public undertakings, (4) preparation of municipal budgets and accounts on a uniform plan and proper auditing of such accounts, (5) prevention of fire and a consequent reduction in the cost of fire insurance, (6) proper control of labour difficulties during periods of slackness in employment with the least harmful results to the citizens affected during such periods, (7) enforcement of sanitary provisions, (8) avoidance of recurring mistakes in administration due to isolated local action, (9) reduction in cost of local improvement without lowering of standards of construction, (10) unifying of the methods of valuing land for assessment, and other matters.

We cannot overcome the defects of human nature in the personnel of Councils, Commissions or other bodies by legislation, but we can reduce the opportunities for bad management by setting up the right kind of machinery. At present we have a system of municipal government which is inherently bad because it lacks uniformity on the one hand and elasticity on the other hand and to go on tinkering with it is to waste time and effort. We need a constructive policy which has for its final aim the substitution of a new system for that now in force. We need not begin by destruction or radical reform of our existing local government institutions but we should aim at ultimately securing a final readjustment of our system so that it will attain even higher standards than those of the Mother Country, where democratic local government is comparatively successful. As a beginning, we should recognize the need for apportionment of responsibility between the province and the local government unit—be it city, town or rural municipality—and make the first step in reform the setting up of a provincial department, with a Cabinet Minister at its head to give exclusive attention to affairs of local government. There are the beginnings of such a department in Alberta and Saskatchewan but even in these provinces the question of giving them enlarged powers and wider scope requires consideration, and the machinery is not as satisfactory as it might be.

One of the most serious causes of bad sanitation is the absence of effective control over new developments just outside the boundaries of cities, in rural municipalities, and until we have a uniform sanitary standard for all urban growth, whether within the city or just over its borders, we shall continue to have unhealthy conditions. With regard

to the question of the fixing of values of land for purposes of assessment, we have a position at present in many cities which contains all the elements of ultimate financial disaster unless we make an early attempt to regulate it. Bondholders frequently apply to government departments for statistics to enable them to judge of the soundness of investments in city bonds and they show a nervousness and lack of confidence in making these investments which is caused by our careless methods and is not justified by any lack of real stability in our institutions. That there is need for some stock-taking and re-appraisal of values is indicated by the fact that in more than one province we have an average assessment value per capita of nearly \$1,800 as against about \$550 in other provinces. In the largest cities and towns of Scotland the capital value of the assessed valuation is only \$520 per capita notwithstanding that every street along which buildings are erected has been constructed according to the best modern standards. An owner of land and improvements in a Scottish town can raise about three-fourths of this assessed valuation on mortgage, and I leave it to you to compare that with the proportion that could be raised of the assessed valuation of land in some of our cities.

My second suggestion under the head of municipal government is that we should ask the Census Department of the Government to take up the question of municipal statistics. We have no satisfactory system of collecting statistics regarding municipal undertakings and finance. We collect many statistics without any apparent object in view, some of little real value because they are incomplete, and others useless because the reason for collecting them has ceased to exist. With our growing towns and steadily increasing municipal expenditure we urgently need a collection of municipal and vital statistics prepared with certain definite objects in view and we should draw the attention of the Dominion Government to this need and appoint a committee of expert municipal men to confer and make recommendations to the department concerned. Here the need for co-operation is between (1) the Federal Government, (2) the province and (3) the city or town.

### **Town Planning, Housing and Public Health**

In regard to town planning we have the excellent example of Nova Scotia which has created a precedent for effective legislation dealing with this subject. The Commission of Conservation has issued a draft Act which has been circulated among members of this conference. This draft slightly enlarges on the Nova Scotia Act but does not differ from it in any material sense. Its purpose is to secure the proper regulation and control of the use and development of land for all kinds of building



purposes; the term "town planning" very imperfectly indicates the comprehensive character and real significance of the measure. Its main provisions may be summarized as follows:

#### TOWN PLANNING ACT—PART I

It is considered desirable for the working of the Act that there should be a Department of Municipal Affairs in each province, but this is not essential, as the duties may be assigned to another department. Under the Department there should be a Comptroller or Director of town planning for each province, devoting himself specially to town planning. He should keep a plan of the whole province showing the main arterial thoroughfares which, in the opinion of the Highway Commissioners or Minister of Highways, are desirable for purposes of main road communication. In each locality there has to be a Local Town Planning Board consisting of three members of the Council and two outside ratepayers, but, if desired, the work can be done by the local authority itself, and the draft altered accordingly to secure this. The Local Board would have the engineering officer or other qualified person as its executive officer. The appointment of such a board is desirable, though not essential, for the working of the Act. If it is considered best to delegate the duties to be performed under the Act to the local authority itself, this can be done by verbal alterations in the draft.

#### TOWN PLANNING ACT—PART II

This gives certain powers and duties to the Local Board to approve all new development and to require plans and particulars of all subdivisions and laying out of streets to be submitted in accordance with certain procedure. The Board may require that main thoroughfares shall be 100 feet wide. Agreements may be entered into with owners permitting streets to be of less width than 66 feet where land is given by such owners for streets wider than 66 feet. Arrangements may be made for adjusting and altering boundaries and effecting changes of land already sub-divided, and the co-operation of Local Boards in adjoining areas is required in regard to sub-divisions affecting land near to their boundaries.

#### TOWN PLANNING ACT—PART III

Town Planning Schemes or Town Planning By-laws may be prepared for the general object of securing proper sanitary and hygienic conditions, amenity and convenience in connection with the lay-out of land. What is meant here by a set of by-laws is practically a partial town-planning scheme. Such partial schemes are compulsory and are adaptable for rural areas and small towns. The more comprehensive

scheme is most suitable for large cities and is optional. In other respects this part of the Act follows in general principle the successful British Act of 1909. Schemes and by-laws would deal with building lines, width of streets, limiting the number of separate family dwelling houses to the acre, prescribing the area of any lot which can be built upon, directing the setting aside of areas for residential, manufacturing and other purposes, prohibiting noxious trades and structures injurious to amenity, etc.

The power of individuals to defeat the work of a Board or to indulge in speculation in expectation of improvements being carried out will be reduced to a minimum. The provincial Department may prepare a scheme or by-laws if the Local Board fails to do so and there is strong enough local representation in favour of it being done. The local authority must provide enough money to meet the reasonable requirements of a Local Board to *prepare* a scheme or by-laws but has the option to refuse funds to carry out the provisions of either. It is necessary to give the local authority power to approve or disapprove large expenditures in executing the scheme, but it is equally necessary for the effective working of the Act that the Local Board should be provided with the limited amount to prepare its scheme or set of by-laws.

This is the briefest possible summary of the draft Act which will require careful study to master its details. The need for such an Act is apparent; our present method of developing land is discredited; we are creating new slum conditions in our suburban areas which are as bad as those in old centres, although they are less necessary because they are capable of being controlled by regulation; unhealthy and feverish speculation in land is the result of unbridled license in carrying out its development. Therefore I urge that this conference should consider the desirability of recommending the provincial governments to pass, at the earliest moment, legislation along the lines of the Act framed by the Commission of Conservation.

The housing question requires consideration but it is difficult to deal with it in the form of a general recommendation. The Commission of Conservation is undertaking a special study with a view to making recommendations for new legislation to the provincial governments. My view is that it is desirable to suspend judgment on the housing question until this report is complete, but that the Dominion Council of the League, when formed, should be asked to appoint a special committee to collect statistics and information regarding housing conditions in the different provinces.

Public health, so far as corrective measures dealing with existing evils are concerned, is a matter which is being well taken care of in most of the provinces. Our machinery to deal with that is fairly up-to-date. I



will not attempt to indicate what scope there is for action in regard to this matter in view of the presence of Drs. McCullough, Hastings, Bryce and others at this conference. I think, however, there is need for more accurate and more comprehensive statistics on public health matters and something might be done to-day to indicate the strength of this need.

### Immigration and Development After the War.

With regard to immigration we have a question on which experience is the best guide and therefore I am not competent to deal with it. It is intimately connected with our civic problems and requires consideration from the point of view of the municipality as well as that of the Dominion and Province. Whether or not we should pass a resolution suggesting methods and principles which should be adopted in making a more careful selection of immigrants, and whether or not it is possible to devise a method which will encourage a greater amount of settlement in agricultural areas is a matter we should discuss. If we cannot arrive at any conclusion to-day we should appoint a special committee to go into the question and draft suggestions for consideration of the Council.

If you decide to support the passing of town planning legislation and the setting up of Departments of Municipal Affairs I consider you will have taken one of the most effective steps to secure safeguards for civic development after the war. There is need, however, for a constructive policy in regard to future settlement of agricultural land, particularly in connection with the return of soldiers and possible immigration of the future. We want to urge a policy which will enable us to have (1) less length of roads in rural areas but better and more conveniently planned roads, (2) more accessibility between good areas of land and means of transportation, (3) co-operation and facilities for education and social intercourse, (4) facilities and assistance in creating rural industries in small towns and villages and the other things which are necessary in combination to secure the successful settlement of land. These things are not beyond our reach, but they require us to pay the price demanded *ab initio*, in nearly every successful enterprise. Painstaking investigation must be made and carefully prepared schemes thought out; then when our studies are completed and sound schemes prepared, it will probably be found essential for government support to be given to start the schemes, both in the form of some financial credit and in the form of administrative energy. Some definite recommendation might be made by this conference which may influence the provincial governments to deal with the problem, and be a help to the Commission of Conservation and the Economic and Development Commission in studying and recommending action in the future.

### Miscellaneous Questions

There are other matters of importance to be considered. For instance, I agree with Mr. Nelles, of the Geodetic Survey, that we must have better maps of our Canadian towns and cities before we can get the best results in planning and improving our cities and towns, also that if these maps are to be economically prepared we must look for help in their preparation to the federal and provincial governments. Let us urge the importance of this matter on the attention of the authorities concerned.

There are the questions connected with child welfare, more scientific methods of distributing public charity, the question of dealing with the feeble-minded, of promoting the right kind of technical education to suit our needs and others of a cognate kind.

We must be careful not to dissipate our energies over too wide a field, although we can do much by organization so to arrange and allot our work that we can include every civic activity within the scope of our organization by delegating the work to special committees.

This meeting is representative of nearly every province, each of those present is able to address the others authoritatively on some particular problem connected with our objects. The time at our disposal is short and I hope we shall not fail to keep our discussions along practical lines and conclude our deliberations with definite recommendations on which action can be taken.

My last suggestion is one that came to me the other day when discussing agriculture with the Canadian Commissioner of the International Agricultural Institute. My idea is that one day we shall be able to suggest the means of creating an International Civic Institute on the line of the great International Agricultural Institute with its headquarters at Rome. That great institute is subsidized by governments in various parts of the world, including the Government at Ottawa. It collects data regarding agriculture in every civilized country and redistributes that information. What a splendid thing it would be if we could induce one of the great bodies in the United States, like the Russell Sage Foundation, to use a large sum of money to create an international institute from which we could obtain information about the cities in any other country in the world and compare them with our own. I do not bring that forward as a suggestion, but only to indicate that that is the star to which I hitch my waggon in connection with the Civic Improvement League.



## MUNICIPAL GOVERNMENT, MUNICIPAL FINANCE, AND UNEMPLOYMENT

### UNIFORM ACCOUNTING SYSTEMS FOR CITIES

MAYOR C. S. WALTERS (Hamilton): In taking up the work of looking after a city's finances, one of the great difficulties that I had to cope with, and which probably is a common defect, is that cities do not show a statement that enables one, without a great deal of study, and a great deal of examination and explanation, to have an accurate idea of just where they stand. The financial statement issued by most of the cities seems to me to be a mass of figures poorly arranged and it does not permit one to take a bird's eye view of the affairs of a municipality. A provincial department, such as Mr. Adams has suggested, which would compel the municipalities to adopt a uniform accounting system and to make an annual return of such information as might be desired, would be of great benefit not only to the municipality sending the information but to all municipalities who desired to exchange statements. A central authority could send officers to visit the different municipalities to make an examination of their books and their securities and to have some control over the method of investment of the sinking funds of the corporation. City auditors do not have sufficient authority, or, if they do, that authority seems to be ignored by those in power.

A proper financial statement, it seems to me, would assist in buying. It is interesting to exchange figures with municipalities and learn the differences between the prices paid. The late Alderman Wickett, of Toronto, who took a great interest in purchasing as well as in the general affairs of his city, exchanged prices with me. He was greatly surprised, and I was surprised and pleased, to learn that the city of Hamilton was buying certain commodities in smaller quantities yet at lower prices than the city of Toronto. I leave it to you to judge what that indicates. It seems to me that this problem of the purchasing of supplies for a municipality could be solved, or methods of buying could be improved, by an exchange of ideas.

I have asked the mayors of other cities: "What is your big financial problem?" And in many cases I have received this answer: "Well, we have no financial problems. We can get all the funds we require from the bank, our taxes came in well last year, people are satisfied with the assessments, and, therefore, we have no financial problems." But it seems to me that very often, although we do not think we have financial problems, we are creating them for posterity in that we are borrowing money and capitalizing items that properly should be paid for at the time that they are constructed.

As regards the selling of debentures, I think the figures I am about to quote are correct. I remember that early last year the city of Ottawa sold some  $4\frac{1}{2}$  per cent debentures at, I think, 93.03; for a similar issue just a few days or weeks afterwards, the city of Hamilton received 94.875. I would not attempt to say that the credit of Hamilton is better than that of Ottawa, but why is it that the debentures of the capital city of the Dominion are not sold at a price as high as the debentures of the leading manufacturing city of the Dominion? If any of you will figure up what we might call the loss on the sale of debentures in the last ten or twenty years in your city, he will be astounded at the amount of money it totals; and surely an important League, such as the one we have formed, will do well to try to discover some more uniform method of marketing debentures.

Similarly, the different municipalities have very different banking arrangements. The rate of interest charged to one city is much greater than that charged to another, and the handling of the sinking fund, which, of course, has something to do with the rate of interest paid, is a matter that seems to arouse very little public attention or, for that matter, very little attention from the mayor, controllers and aldermen. It seems to be handled as it was twenty or thirty years ago.

The construction of local improvements in newly annexed districts or newly developed districts is a matter that has swelled the public debt and has raised the tax rate, and it has been difficult sometimes to collect the taxes there. People are desirous of improving their property. They petition the municipal authorities and the improvements are laid, but, on inquiry, one finds that the petitioners had simply a small equity in their property, they were really not the owners, they could not pay the taxes and had not paid them for two or three years past. Yet, on their petitions, expensive improvements were made in front of their property.

I would like to mention two other matters before closing. The penalty for delay in payment of taxes is too small. Instead of having a penalty of simply 5 per cent for the non-payment of taxes, the penalty should be increased to 5 per cent per annum. As it is now, a man may let his taxes run for three years with no addition to them except the 5 per cent.

The other matter to which I wished to refer is the income tax. I cannot take that up now except to say that I believe this is the tax which has been the hardest to collect and a tax that has been almost universally dodged, particularly by the well-to-do people of the country. I believe that the machinery of the cities ought to be put into operation to collect the income tax, and the patriotism of the people should be appealed to in order that they will not, just because their neighbour is doing it, cut down the return of their income, as has been practised in many cities.



CONTROLLER H. FISHER (Ottawa): Mr. Chairman, might I answer a question raised by Mayor Walters? He said that the city of Ottawa sold debentures within a few days of their sale by the city of Hamilton and that the price realized by the two cities was different. I think the answer to that is that the *term* of the debentures was different. That would have a very considerable effect on the price. I mean the average term of the debenture. I have not the figures before me now but I investigated the matter at the time and came to the conclusion that the net yield realized was about the same for Ottawa as for Hamilton.

#### REFORM OF MUNICIPAL GOVERNMENT

MAYOR R. D. WAUGH (Winnipeg): If the formation of the Canadian Civic Improvement League leads to a comprehensive study of the whole subject of civics with a view to the establishment of a well-informed public opinion in Canada as to the best methods to be adopted to secure the most satisfactory results in the government of our municipalities, it will place to its credit a service of inestimable public benefit. The solution of the problem of municipal government will, in itself, rectify nearly all of the problems of urban, social, and community living. While the community problems of the urban and rural communities differ in many local respects, the fundamental principles underlying municipal government and improvement in our methods and ideals of community living should be much the same in all.

Assuming then, that the League or some other organization will set itself the task of trying to guide public opinion on the subject of municipal government, I venture to place the following questions for consideration:

1. What is the best and most efficient form of government in Canada?
  - (a) For urban municipalities.
  - (b) For rural municipalities.
2. Should the governing representatives of the people in urban and rural municipalities be elected by popular vote or selected and appointed?
3. If elected—How?  
If appointed—How?

In addition to which an opinion might be given as to the tenure of office of municipal administrators.

I don't pretend to answer my first question. I have given a great deal of study to the subject during the past five years, but confess that I am just as far away from a satisfactory solution as ever. The people as communities have, I believe, a desire for good government. But the genius who can point the way to the attainment of that desirable end has not yet appeared. The best thought of many generations has, appar-

ently, left the question of the best form of municipal government among the problems still to be solved. We are still groping around in a maze of more or less hazy ideas.

What is wrong with our present-day municipal government? Is the system any worse or any better than it has been? Is it less or more efficient? Are the elected representatives less intelligent, capable or trustworthy? Are the people themselves any more intelligent? Are they doing their full duty as citizens to themselves, the community and the men they elect to office to administer community affairs?

The citizen does not, as a rule, take any of the blame or responsibility for mismanagement to himself. It is almost invariably "the system" or "the Council" that is wrong. But you hear it in Ottawa, Toronto, Montreal, Winnipeg, everywhere, that old familiar story, "The city government is no good." There is always a clamour more or less loud for a change. We all know that there is room for great improvement, but when we get down to the question of "How?" one says one thing, one another, but it is just threshing out the same old straw. We try this and that and find year after year that we are still groping. We try new schemes, elect new men, but still the main result is the same.

No, the system is not altogether to blame for the result. It matters little about the system after all—the man is the main consideration. Poor men with a good system will not insure good government, but good men may, no matter what the system. One thing is certain—the men we elect to our city councils are a fair average of the intelligence and quality of the people who elect them.

In the Old Country and in Canada we have introduced from time to time varied methods of giving executive effect to the will of the majority of the people, such as executive boards, commissions, boards of control, commissioners, and sometimes changes in the method of election or in the number of elected representatives. There has been practically no change, however, in the demand or desire on the part of the people to vote for and elect those whom they want to represent them in their legislative council chambers, from the Parliament of the Empire down to the most insignificant school board.

Is it the elective system that is wrong? Are we prepared to assert that, after centuries of experience? If we cannot elect men to worthily represent us in the smaller field of our home civic affairs, how are we to justify the principle of election, or elect worthy representatives to the parliaments, provincial, federal or imperial?

I am not prepared to admit the failure of the elective system in municipal government, but am willing to admit that the results obtained are far from satisfactory, and I blame the electors' apathy more than the candidates for the result.



Typical indifference is displayed in Winnipeg by the fact that only on rare occasions have we had more than 20 per cent of the resident qualified votes polled at an election, and on one occasion when a by-law was submitted to the people for a new water supply, involving the expenditure of \$13,000,000, only 11 per cent of the qualified electors turned out to vote for or against it. Think of it! Eighty-nine per cent were so indifferent that they allowed 11 per cent to determine a matter of such importance, and I presume that similar conditions prevail in other cities.

Now let us see about the men. Can any one write out a specification or a description of a "good man," the "right kind of man?" I have heard the expression, "the right kind of man," often before, and I came across it the other day in one of our Winnipeg newspapers urging that our Board of Control and City Government should be composed of the "right kind of men." We all want to elect the "right kind of men," but the difficulty is to form a mental picture of the type of man who would be exactly right.

In my thirty-three years' residence in Winnipeg I have seen scores of capable men offer themselves for aldermen and suffer defeat at the polls; and I have seen just as many good men elected and serve for a year or two and then quit, just about the time they were beginning to have such a knowledge of civic affairs as made their services really valuable. They were developing into "the right kind of men" when they quit.

We all admit that the government of our cities should be a duty demanding some of the time and experience of our most successful citizens, and those of us who know anything about managing the multitudinous and varied affairs of a large city know that the job is worthy of the best brains in our cities. But how are we going to get that service? How are we going to keep it when we do get it? Successful business men very seldom sacrifice their own business interests for civic office. Big successful corporations train their men to run their business. They retain the services of efficient administrators and pay them well, and ensure them a tenure of office which is practically life-long. But our democratic system of government does not permit us to vote according to the value of our interest in the municipality, that is to say, according to the value of the shares we own in the corporation, our real estate and business interests.

Take our great banking institutions for instance. The president is, as a matter of course, re-elected every year. He is, in many instances, a man who has risen from the ranks and doesn't need to worry about his re-election. But if he had to depend on his customers for re-election he would be in much the same position as the mayor of our cities. Those

of his customers who got all they wanted from the bank would vote for him; those who didn't would run a candidate against him, vote against him and most likely defeat him.

In a great business corporation a man's position and advancement depend almost entirely on his own efforts to promote the welfare of his firm. But in municipal elective office, there is no security of office, no continuity of administration or policy. Plans for the future cannot be made when a constant agitation for change exists.

We in Winnipeg have perhaps had a greater degree of continuity of service than some of the other cities in Canada and, consequently, a greater continuity of policy. Some of the members of our Council have served many years in the Council, and their services to the city, and their intimate knowledge of city affairs are and have been of inestimable value. Then again, while the term of office of mayor in our city is just one year, Winnipeg has had only six mayors in sixteen years.

Admitting that we have made a case for the permanent civic administrators, during good behaviour and efficient service, and assuming that we have discovered the right men, how are we going to elect them or appoint them, and for what term, and on what conditions?

Will the people give up their long-cherished right to elect their administrators? There is every logical business argument and precedent for appointing the right men to positions of trust and responsibility, but will we, to use a common expression, "stand for it" in community affairs?

Eliminate selfishness, self-seeking, wire-pulling, and all the other forms of local or permanent advantage wherewith individuals are constantly besieging the City Hall and you will largely solve the difficulties surrounding community government.

Until the individuals in a community can be educated to a higher sense of their responsibilities to their neighbours, and until the people approach the subject in a spirit of broad-minded co-operation with the councils, in the good government of their municipalities in the best community interest, I confess that I regard the prospect for better conditions as not being very hopeful. I say advisedly, that there is just as much room for improvement and reform in those who elect as in those who are elected to manage municipal affairs. Spasmodic fault-finding will accomplish nothing of real value. Only sustained interest and an informed knowledge of municipal problems and conditions will get results.

I believe, too, that any real remedy must come from the people themselves. Their elected representatives may make suggestions, but, in my opinion, reforms in government, especially municipal government, must to a large extent emanate from the outside more than from the



Council. I think the people expect too much in this respect. They usually look with suspicion and resentment on any suggestions by their Council to reduce or vary the control which they, as electors, have; but are themselves negative and indifferent to any improvements or remedies for community benefits.

#### MUNICIPAL STATISTICS AND CIVIL SERVICE

DR. H. L. BRITAIN (Toronto): I would like to suggest that this organization appoint a committee or committees to look into two matters, namely, uniform municipal statistics and uniform civil service organization. We have in Ottawa national authorities dealing with both these subjects, but it seems to me that, instead of turning them over entirely to the national officials, it would be better for us to appoint a committee or committees who would work in co-operation with those men and give us something really worth while. In the United States they have what they call uniform municipal statistics. They are uniform all right and they are statistics all right, but they are worth very little for the simple reason that they were drawn up by men who are very far removed from municipal conditions. If men familiar with municipal affairs had co-operated, they could have produced much better results. We in Canada can learn from their experience.

It seems to me that the measure of our progress in the municipal field depends entirely on the measure of our progress in economy. We shall not be able to borrow money in the future as easily as we have in the past nor to get what some people call frills, which to me are in most cases the most essential part of a city's life, unless we practise economy. In order to get money we have to save money and we have to save the money on the ordinary city expenses, which are very largely negative in their character. A police department is, to a great extent, a necessary evil. A fire department is a necessary evil which will become less and less necessary. But a health department, a department of education or a department of municipal recreation is an investment. We can make those investments, if we can save the work that we are now putting in on the negative activities of cities. In order to do that, we have to collect the facts with regard to municipal government and municipal expenditures, in such a way that we can compare city with city, rural municipality with rural municipality, this year with last year, and so on. Many of us could mention several places where mistakes would not have been made had they known what had gone on in other cities. But, at present, if you want to compare Toronto with other cities in Canada with regard to per capita debt, you cannot do it. Even gross debt does not mean the same, and net debt, even in Toronto, has two different meanings. Hence, we cannot, under present conditions, save money by taking note of what others are doing.

In Toronto between \$4,000,000 and \$5,000,000 are spent in salaries and wages. That is a field where we can save more money than in any other. That can be done by finding out where saving can be effected, how much a man ought to do on a certain job, how many men are at it now where one would do. In this way we could eliminate nearly one quarter of this expenditure in the majority of cities. I hope some one will find it worth while to move that we appoint a committee or committees who will ask the co-operation of provincial or Dominion authorities along these lines.

#### TOWN PLANNING AND FIRE PROTECTION

MR. FRANKLIN H. WENTWORTH (Boston): I esteem it a great privilege to take part in your deliberations. I am delighted to see the bigness of outlook with which all the speakers have approached these civic questions. One of the things with which town planning in the United States has had to contend has been the limited understanding of what the term includes. If it were possible for you to get the description of this draft Act in the title, it would be much clearer and would meet with less opposition from those to whom æsthetic considerations are important. Town planning obviously does not mean laying out a city in straight lines or squares; it means appreciation of the best interests of its citizens and co-ordination of their municipal life. It means consideration of the social value of the meanest citizen. I think it is very essential that we should understand that.

We might remodel some whole cities to advantage, make certain structural and physical changes which would bring them more in accordance with our ideas of what a city should be, but, to those living in towns like Boston, New Orleans and Quebec, the old narrow streets are very dear. Many of the Boston streets are very dear to me, and some of the curved avenues are now being taken advantage of by our local architects in producing rounded façades that give a beautiful effect. It was the play of light on rounded surfaces that gave birth to sculpture in Greece. Wendell Phillips says: "I love inexpressibly these streets of Boston over which my mother helped tenderly my baby feet; and if God gives me time enough I will make them too pure to bear the footsteps of a slave." Bostonians feel that Boston may be much improved. It is being improved. But we must consider the sentimental values, because they go into the hearts of our people, and we must make it clear to those co-operating and taking part in this work what our object is. The basic idea is the ennoblement of all civic life, and the uplifting of the town means also the uplifting of the nation. At bottom, it is applied Christianity. It aims to make it possible for men to live a cleanly and beautiful life.



My contribution, to be effective, must, like every other man's, be along the line of my profession. The instinct for cleanliness, for order, and behind it the settled feeling and desire for beauty which actuate all these movements are finding expression; but there are certain technical questions we must not get away from and one of these I think I may touch upon. The fire protection of your cities must not be overlooked. One of the greatest troubles we have in Boston has been the extending of our fire limits periodically when it is too late, when the area surrounding the city has been built up with three-flat buildings of wood which immediately begin to go into decay and in ten years are an eyesore, thus establishing zones not of beauty but of ugliness. The deliberate outlook from the city into the country, which is implied in town planning, has in view that the growth may be normal and beautiful and that individual seekers after wealth shall not gain at the expense of the life of the city. The basic idea is to get at the man who does not care a button about civic life, to prevent him from building and unloading on the city the hideous structures of which we have too many examples in Boston and other cities in the United States. We must plan for fire protection and fire fighting.\*

To abolish fire, it will be necessary to abolish high timber buildings in the centre of the cities. We must regulate building heights. That has a direct influence on fire protection and is very essential. Most of the American cities now limit building heights. Boston has limited the height to 175 feet for a number of years, and New York is beginning to think of making restrictions when it is too late. New York is no longer a city; it is a disease. Its position is abnormal. It is on Manhattan Island, water on either side of it, and land values have gone skyward, and the citizens think they must overcome this by building sky-scrapers. An architect told me that many people on Manhattan Island travel a greater distance vertically every day than they do horizontally. Think of the sky-scrapers, fifty stories high, with batteries of elevators, and the high speed they have to travel at. This congestion of people results in a tremendous over-loading of transportation lines and subways. A heavy storm floods the whole down-town district, because the constant drainage from these immense buildings imposes such a tax on the sewers that, if New York does not stop building sky-scrapers, she will have to reconstruct her whole sewer system. Moreover, too close building constitutes a conflagration risk and is very serious. Open squares and open thoroughfares are the greatest fire-stoppers in the world. A conflagration has never been put out with water; it burns into a barrier or open space. Wide avenues and splendid squares are not only of advantage to the people from a health standpoint but they are splendid fire-stoppers.

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\*The meeting was held in the Railway Committee room, Parliament Building. A week later this beautiful building was destroyed by fire.

The provision of proper water systems is presenting greater and greater problems to us in the United States. Many cities have limited water supplies and, as they grow, they have to find new sources of water. Los Angeles, in the southwest, has gone 250 miles into the hills for water. It is a magnificent thing in finance and a daring thing in engineering. The water is brought over one range of hills by a siphon. Such a system introduces a large question. Are we to allow one city to reach out 250 miles for water, leaving other cities dependent on Los Angeles or deprived of their natural water supply? The actions of a city may have consequences far outside its borders. I congratulate you on your outlook with regard to civic improvement, because it reaches into the country and touches the general interest of the nation. It is an admirable plan that this Association should be fathered by the Commission of Conservation, which has at heart the basic consideration of the national life.

#### CONCRETE EXAMPLES OF REFORMS NEEDED

MRS. ADAM SHORTT (Ottawa): Inheritance has given women a peculiar leaning to housekeeping and time and industrialism have taken a great deal of our housekeeping into the cities; therefore, our interest goes with it. You cannot now divorce domestic and civic housekeeping. A woman's interest, if it is a thoughtful and responsible one, must follow out into the city the things that influence her home and her children. I feel, and I fancy that others, particularly the ladies, feel that Mr. Adams is perhaps just a little too optimistic about the physical well-being and conditions of our cities. If we are to do something as a Civic Improvement League, and as local leagues, we must, in the first place, consider very practically and effectively the physical problems of our cities, and go on from that to the æsthetic side of our city life.

I would like to give some concrete examples of what we have come in contact with. I might say, in passing, that I have the honour to be the president of the Local Council of Women in Ottawa and I am appealed to by all sorts, classes and organizations for help. I have been appealed to time and time again within the last three months by groups of individuals and associations of women working in factories: "Can you not do something to get us a factory inspector? Our factory inspector died last May and we have had no resident factory inspector since." These factory girls and laundry girls are unprotected because there is only an inspector sent from Toronto to reside here for a week or two intermittently. Why do we not get an inspector? We tried all means, followed up all clues, and even tried the usual method of getting influence to bear on those who do the appointing; and I am told by one who knows the political game thoroughly that Toronto does not worry about Ottawa and its factory inspector because we did not send up the



right kind of men, and that, if an appointment is made, he or she will probably be from some eastern district whose representative is more to their liking. That is one matter against which we have come up fair and square. We get all sorts of excuses for the delay, but the delay is going on and the girls are suffering.

The contract governing the garbage collection, as signed by the city and the contracting company, has all the clauses which seem to protect the individual, the company, and the city. But it is not fulfilled. Can anybody guess why? The clauses are all right, but when we, as voluntary aid, if I might call it so, to the civic authority, find after long and arduous following in long and devious ways, that possibly one of the civic officials, even possibly a member of the Board of Health, is interested in extending his real estate by a most objectionable dump in the most inconvenient part of the city, there we have come to an *impasse* again.

In Montreal they have an admirable food by-law. A similar by-law was prepared for Ottawa. Our city solicitor says we cannot pass it without getting an Act of the Legislature. We prevailed upon our local member to inquire in Toronto if this were true. The legal officer there said all we had to do was to frame the by-law and pass it. Thus, at present, it is hung up, not between heaven and earth, but between Ottawa and Toronto.

Then, again, we have passed a by-law in this city, after polling as large a vote as we could get out, to have a municipal abattoir. Everyone is agreed, the authorities have the apportionment of money; but we find, at the eleventh hour, that we cannot have it, because there must be an amendment to the Public Health Act. The same thing happened in Toronto. It has been found that the provincial authorities exceeded their powers in passing one section of the Public Health Act. So we are hung up again.

Our building by-law might be improved, but at any rate it does make provision for fire escapes. I have been appealed to as a representative of women's organizations, again and again, about fire escapes. Women are living in apartment houses where there are none. We ask why this is so. We are told that a certain house is owned by a very wealthy man whom it is not wise to tackle. There was a fire in a large apartment house which had no fire escapes. It occurred in the basement and, owing to the good offices of our fire chief and his department, loss of life was avoided, but it was not to the credit of our lax enforcement of the building by-law that many women were not burned.

There is a by-law governing the smoke nuisance. The inspector, when new to his position, reported several dozen offences against this by-law. He never did it again; in spite of a great deal of prodding by

various persons, he confined his interest to the Canadian Pacific round-house, and the Canadian Pacific Railway Co. have been fined \$5 twice. So, in spite of the by-law, we still suffer the smoke nuisance.

These are actual concrete things, and are not these basic things for the welfare of our individual citizens? It is all very well to drive along the canal and out to Rockcliffe. It looks beautiful, and women are not lacking in the æsthetic sense or a desire for a city beautiful. But our mothering instinct goes out to the problems that affect the physical well-being of our growing children. I am sure you will admit that we have not been successful in the past, and that we need some way of making greater progress. Where did we get our housing problem, our feeble-minded problem, our tuberculosis problem? How did we come to have all these problems thrust on us? Why the disgrace that not more than one-half the children born into the world ever have a chance to grow up? Are these not the big things?

Are not the physical features of the city life of primary importance? It seems to me that the two giants, that bar the way and that hinder wise administration and the efforts of voluntary service, are vested interests and politics. How are you going to get around them? From long experience, I believe that the way to get further and faster is by having a man whose whole time will be given to the work of a civic league in individual cities. He should be preferably a legal man, because, if we have politics and vested interests as the giants barring the way, it seems to me that the quickest way to solve the question is to have the most expert legal advice. We must have at the same time at the head of each league a man of dynamic force and energy and vision, who will spend his whole time in dealing with matters that come under the general head of town planning—and he must be paid.



## CIVIC PROBLEMS IN ONTARIO

## Address of Hon. W. J. Hanna after Luncheon in the Chateau Laurier

SIR JOHN WILLISON: It is my duty simply to introduce the speaker. I had intended to say some very complimentary things about Mr. Hanna; but we have failed to reach an agreement. The Ontario Government never would pay a decent price for advertising. But Mr. Hanna has reorganized the provincial institutions of Ontario, with results in efficiency and economy of which the people of this province have no adequate idea. I present him to you this afternoon as one of the most able, faithful and effective, public men in Ontario.

## PREPARATION FOR PEACE

HON. W. J. HANNA: Mr. Chairman, ladies and gentlemen: The subject you have assigned to me is "Civic Problems in Ontario." At first sight this may appear like a tame subject in these war-like times. But we have so often heard it said: "In time of peace prepare for war," that we can just now as truly say inversely: "In time of war prepare for peace." While our soldiers are doing their bit at the front, there are duties for us who cannot go and who are therefore at home. One of those duties is to make home life in Canada and, for those of us who live there, in Ontario, better worth fighting for, better worth returning to, doing what we can in this way, to repair, as far as possible, the wicked waste of war. It is through the home and its surroundings that much of this can be done, that much of this must be done. Home, and all that goes with it, is, after all, the basis of our social fabric, and the foundation of our country. It is the rock upon which the Empire of Great Britain is built. After the war there will be an influx of population. Twenty-five years hence or fifty years hence, who can say what the population of this Dominion will be? What shall we have contributed to the making of right conditions and to the development of a healthy, sound, and vigorous people? My subject includes all of this and more. If it had not occurred to anyone before, he could scarcely have gone away from the admirable address of Mr. Thomas Adams this morning at your Convention meeting, he could scarcely have heard some of the other addresses made this forenoon without seeing that your Association or organization has a wonderful work ahead.

## EFFECTS OF ENVIRONMENT

The nation is the individual in the aggregate. Surround the individual with the proper conditions and most of the real problems, the social problems, will cease to exist. Before the individual is born, make such labour laws and establish such conditions as will ensure him a

healthy mother. Instead of allowing young and inexperienced doctors, if there are any such, and quack midwives, to usher him into the world, give him a good cheap hospital bed and give his mother preliminary care free of charge if necessary. Then see that the milk is pure, the water free from germs—even in Ottawa here—and, if possible, from chlorine. Let the visiting nurse, if there is one, keep her eye on him occasionally. Suitable town-planning and enforced housing laws will give him a home with sunshine and fresh air on all sides. Then there should be proper garbage disposal and good sewerage and fire equipment to support that. We must also give him supervised playgrounds. Failing playgrounds and open spaces, he should have a quiet city street with now and then a hurdy-gurdy. He will find it somewhere if it is there and he has liberties. If, for the Canadian city boy, you can arrange an occasional visit to the country, where he can, in his bare feet, run the country roads, and kick up a dust in both languages, you have given him a pretty good start. When he goes to school he should be put in his proper class; he should not have to sit beside a consumptive or a defective. Manual training should be part of his school course. His sister should be taught mothercraft, cooking and sewing; at the same time she ought to be given some practical education that would enable her to become a skilled wage-earner. Give the boy a school bank if you can, that he may learn the first principle of thrift. Introduce him to the public library with its Saturday afternoon story talks and moving pictures and open it for him on Sunday afternoon, if you please, so that he can get his parents in to read the magazines. Censor his movies so that he will not choose the wrong hero. Give him compulsory military training. If you launch him with this equipment, he is not likely to prove a very serious civic problem. Launch a generation of him and your civic problems are largely solved. This may look like a big order and it may appear to be suited only to the city and to city populations. It is not so; it is a mistake entirely to think of these things as suited only to the needs of the cities. It is not a big order, it is suited as well to the towns and villages, in many particulars even to the country districts, as to the larger cities.

#### PROGRESS IN PUBLIC HEALTH WORK

As to much that I suggest here we have already made a beginning. Some one discussing the work of the Commission of Conservation said to me coming into this luncheon, that its work is not so much to write splendid theses, but to get information as to what is being well done and where it is being done best, circulated and brought to the attention of the public who are interested in it. We already have, as we think a moment's survey will make clear, a good deal



of this work being fairly well done in spots. The visiting nurse, to give some care to the mother and child in the home that is entirely without training and care, is already a well recognized institution in our cities, in all of them I should hope, in most of our towns and in at least some of our villages. The fact that this nurse and such help as she may need is, even in some of the smaller towns, being provided by voluntary subscriptions and women's organizations, is some proof that the need exists and that the nurse is the solution. I know that is the case in our own town. After some three or four years' experience with a visiting nurse, there is now not only some assistance from the town but also from private sources. It has meant a great deal that such additional assistance, as the nurse may require to meet the needs of the case that may come before her, is forthcoming at once, on proper notice. What has happened there has happened in a great many other towns and villages in the province, and, I have no doubt, throughout the Dominion. Some employers of labour are placing the nurse very freely in the homes of their employees and find her a good investment.

The Housing Act of the province of Ontario, an outgrowth of the houses built by Mr. Beer and his associates, is a good start in that line. The Toronto Housing Association has done excellent work, and I am very certain that, had not the war come when it did, had it not come at all, the splendid work that has been done in this connection—and, I would venture to expect as well, the law that helps and aids it as far as a law can—would have been better known to the people of this Dominion than it is at the present time.

Then free vaccine, free serums, and means of treatment for those who cannot afford these things are furnished from the laboratories at Toronto and help out a great deal those in need of it. I am a very poor advertiser, Mr. Chairman, but I may be permitted to call the attention of this gathering to the fact that the Provincial Health Association at Toronto the other day passed a Resolution of which I was just a bit proud and of which some others were proud too. I was proud of it because the others did the work and I had the opportunity to take credit for it. The Association passed a Resolution calling attention to the fact that the province of Ontario to-day, in the furnishing of serums and vaccines, not only to the medical profession, but wherever needed for treatment in the province, was in advance of any province, state or country in the world. It is a record to be proud of that the typhoid, small-pox and diphtheria vaccines and all of these things that, in point of cost, were beyond the means of many who were in need of them, are to-day furnished absolutely free of charge and of the highest quality from the laboratories of the province of Ontario. We are proud of that.

The question of defective children is a most pressing question in this province and the Dominion, a question full of importance in relation to the class of people we are going to grow and turn out in this Dominion; a mighty question. A committee headed by Mr. Justice Osler—and I scarcely know whether to say “driven” or “led” by Dr. Helen McMurchy—has been following the question in Ontario and is doing work that, I am sure, will result in something worth while from the municipalities, aided by the Province.

#### MUNICIPAL DEPARTMENT FOR ONTARIO

I am glad to say that a municipal department has been under consideration for some time by the Ontario Government. I am very certain that, had we normal conditions to-day, the next session of the Ontario Legislature would not pass without the organization of a municipal department with wide powers, with ample opportunities, and I should hope, properly equipped. But I can say this, that just the moment normal conditions come back to us, that is, the moment that war is over, the moment the time has arrived when we can rearrange, when we can even disturb a bit without running into trouble in some other direction, we will have in this province of Ontario a municipal department with wide powers, and properly equipped, and no one can say that it will not have ample opportunity to do splendid work for the people.

#### TOWN PLANNING ACT

Town planning has already secured some fairly important legislation. The Act drafted by the Conservation Commission and distributed for consideration by the various provinces, will be of the greatest aid and assistance in this connection. I may say that I have read that Act, read every clause of it, not with the care I should like to, but I have read it. If impressions are worth anything, I should say it is an excellent Act. I should say at the same time that in this province of Ontario there are many things to be considered, that will not impair the usefulness of the Act, but that will call for an alteration of its form unless we wish to wipe out a great deal of the long-established municipal law of the Province.

#### UNEMPLOYMENT

Then, there has just come from the printer Part I of the very able and instructive Report of the Ontario Commission on Unemployment. It is fair to assume that few of you have had an opportunity to read that yet, as the ink is scarcely dry on its pages; I think it came out only yesterday morning. Sir John Willison is Chairman of that Commission. From what I have seen of that report, it is a wonderfully able contribution on the subject of unemployment, particularly when applied to this



Dominion and this province. With the opportunities that I have had to look over that report, I think it is invaluable, and I venture to say that it will be regarded as a very high authority on the whole question as relating to this Dominion and this Province.

There is other work that is of the greatest importance and to which we could refer. We have this settlement work being done by the largest universities, by organizations of different kinds, the women everywhere going into the homes, taking the children, teaching them to sew, to be useful in the homes they are in and to be better citizens later on. All excellent work being well done in spots!

#### RURAL CIVIC IMPROVEMENT

The civic problems which we have been considering are not for cities only; I like to emphasize that. Many towns and villages to-day would be thousands of dollars ahead if at the outset they had not been permitted to grow up without any thought of what was happening. We come back to town planning again; town planning is the slogan and the slogan is a big thing because it carries so much else with it. It is almost like the subject you have in mind to-day, it means anything or everything that has to do with the homes and the welfare of the people in them. Many towns, I repeat, would be thousands of dollars ahead if, at the outset, proper streets, proper parks, proper sewerage, proper water supply, had been insisted upon. What a saving that would have effected, instead of permitting one field after another to be built on, without system or arrangement. This was true even in the villages.

#### EDUCATION OF THE PUBLIC MIND

As to all of this, it is only a matter of educating the public mind up to the point where the municipalities will join in with the provinces and with the Dominion, and where the public will be prepared to undertake the initial cost of what will, in the end, prove a very profitable investment.

One of the difficulties that one is constantly confronted with in the government of a province, is that a deputation, it may be a representative deputation, of people who are thoroughly posted on their subject, who are well informed, who represent a big class at home, come forward and tell us what ought to be done. Yes, it ought to be done; we can all agree as to a great many things that should be done. I would like your Association and everyone connected with the work of education of the public mind, to remember this, that it is not sufficient that the public should know that these things exist and that they demand attention, but that the public should be carried up to a point where it will know that these things need money, that they require cash and a lot of it, and that

there is only one source from which cash can come, namely the public who are interested in having it done. The people must pay, whether they pay through their trustees at the city hall or at Queens Park or on the Hill here in Ottawa. It is all their money and it is a question of choice as to what set of trustees they will pay through, but the money is theirs, and must be paid by them. It is too bad—I have regretted it more than once and I am sure you have—that while the need of these things is so often acknowledged, action has often turned on the question of which set of trustees shall pay out the people's money for this work for the people.

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MR. H. I. THOMAS (Ottawa): I am very glad to have the opportunity to say that we are indeed grateful to the Provincial Secretary for coming here and speaking to us such helpful and inspiring words as have fallen from his lips to-day. Mr. Hanna is the right type of public man for Canada. We all wish that we had many more of the same type on both sides of the political fence. We have, in listening to Mr. Hanna, perhaps realized, more than we did before, the importance of our municipal administration, which is, after all, at the basis of all our government in this country. In Ottawa, and probably elsewhere, we have not paid sufficient attention to these important matters, and, if Mr. Hanna's speech to-day induces some of us, through this League or otherwise, to pay more attention to these matters, to realize, when we cast our vote, that it is a serious matter, especially if we have anything to do with the government of any city or of any province or of the Dominion, as alderman, controller, mayor, member of the Legislature, or member of Parliament, Mr. Hanna's visit here to-day will not have been in vain.

I propose to content myself with saying that we are infinitely obliged to Mr. Hanna for taking the trouble to come here, and also to the Chairman for his importunity in inducing Mr. Hanna to come here to address us. We shall long remember his words, and I am sure his speech will give a needed impetus to the work of this young and vigorous Association, which we believe will have some effect in changing the course and improving the conditions of our municipal administration in Ottawa. I have the very greatest pleasure in tendering to Mr. Hanna, on behalf of this gathering, our very sincere thanks for his admirable address.

SIR JAMES GRANT (Ottawa): I am extremely gratified at having this opportunity of expressing my warmest thanks to the Hon. Mr. Hanna for the great work that has been accomplished by that Government in Ontario of which he is a prominent member. Their organization is such that for many years they have taken an active and an energetic part in the matter of public health. The Government of Ontario



has accomplished a great and a noble work in disseminating information on that subject amongst all classes of the people. So much so, that I find that the death rate from tuberculosis which, fifteen years ago, was 8,000 annually, to-day, through the instrumentality of the Ontario Government and other governments, has been reduced by 25 per cent. I am delighted at having an opportunity of tendering to the Hon. Mr. Hanna, as one of those largely concerned in this investigation connected with the public health of Canada, my warmest thanks for the great work they have accomplished towards preserving the lives of the people of Canada.

SIR JOHN WILLISON: Mr. Hanna, I have to offer you the thanks of the audience for your address to-day, and, frankly, I think you deserve it.

## TOWN PLANNING, HOUSING AND PUBLIC HEALTH

The Conference resumed at 2.40 o'clock, Hon. J. J. Guérin in the Chair.

HON. J. J. GUERIN (Montreal): Ladies and gentlemen: The large attendance at our meeting to-day looks very encouraging indeed for the success of this movement, which was only initiated very recently, but which seems to have taken hold of the better feelings of our fellow-citizens. We all understand that a civic improvement organization is one which is calculated to better the interests of all the citizens, in order to make them healthier in body and in mind. We all, consequently, feel that everything we can do with that object in view is something that deserves our very greatest and sincerest attention.

We are not to-day elaborating any great plan. We are simply sowing the seed, and that seed, I am sure, is bound to germinate, because it is being sown in fertile soil. If that seed is well sown we must expect a bountiful harvest. We must have ideals if we want to accomplish anything. Unless we aim very high we shall succeed with nothing whatever.

I see plans for the expropriation of property in cities and all the rest of it. To one who has been in active civic politics like myself, the idea of expropriating property in the heart of a city to remove slums seems almost impossible. If you attempted expropriation, the slums would at once become the very best of property, the property *par excellence*, of the whole city, and their value would at once bound up beyond all proportions, so that the site we would choose to build a residence for the workingman would cost the amount, that under ordinary circumstances, might be invested in a palace. I merely mention this as one point to show how apparently helpless a movement of that kind sometimes appears. But by hammering on the subject, by bringing it up and considering it first from one side and then from another, by constantly speaking on it, there is no doubt that we shall waken up the public mind, we shall get an opportunity of building ideal places in the surroundings of the slums and thus put the slums to shame and make them disappear instead of buying them up. There are different ways of accomplishing things and we should not always choose the most difficult one but should always follow the direction of least resistance.

## RELATION OF ENGINEERING TO CIVIC IMPROVEMENT

MR. S. P. BROWN (Montreal): I wish, first, to clearly define the engineer, second, to show his relation to some of the civic problems which are bound to be of vital importance in the activities of the Civic Improvement League of Canada.



An engineer has been defined as "a man who can do for one dollar what any fool can do for two," and it is absolutely essential that he keep this maxim perpetually in mind. His work is, primarily, the expenditure of public or private moneys. For this reason, in every move, his first thought must be: "What will it cost?" His design must be safe; that is, never difficult, but it must also be cheap. To design both safely and cheaply is the acme of success. The same is true in construction. Any one can build any work, but to do it well at the minimum cost is genius. Again, in operation, the fool can make the wheels go around, but the man who continually produces the maximum profit at the minimum cost, commands his own price. Every successful engineer, who has risen to eminence in his profession, must have a strong commercial sense. He must be a business man and must be scrupulously honest.

The mathematician is essentially a theorist. The applied scientist adds to this the leaven of judgment, based mainly on past performances. The successful engineer must be a scientist both in the field of theory and of practice. He must also be a sociologist, not only so in his dealings with the workmen and assistants, who go to make up his often very complex organization, but even more particularly in his contact and dealings with the public, both individually and collectively.

Lastly, and by far the most difficult and trying, he must exercise tact and diplomacy in dealing with the individuals and corporations affected by large works, especially if these are public or quasi-public in nature. Probably no works are so rife in opportunity for difficult situations as the construction of rapid transit subways, or similar undertakings. The work is largely in the public streets, under everybody's eye and to everybody's greater or less inconvenience. As the work is usually being done, directly or indirectly, with public moneys, and as it is always designed for public service, every one feels that he has a personal interest, and usually does not hesitate to say so. Those most immediately adjoining the works are inclined to feel that, while their benefits will be greater in the end, for the time being, at least, they are being unduly penalized for the general advantage of the public. The public service corporations, controlling the gas, electricity, telephones, street cars, water supply, etc., are all affected and their property disturbed. Municipal structures, such as water mains, sewerage, fire-alarm circuits, streets, etc., must be maintained, as far as possible, and some imperatively. With all this, the work must go on rapidly, economically, and unobtrusively; and friendly relations must be maintained with every one affected.

The National Engineering Societies are uncompromisingly severe toward even the slightest digression from the straight and narrow path. Membership in these great National Societies is the best guarantee an

employer can have, without personal information, of both the integrity and efficiency of any engineer.

Having thus defined an engineer, we will proceed to see wherein he is peculiarly fitted for a part in municipal activities. It is unnecessary to take up, in our very limited time, his relations to the regular engineering works, such as the usual public utilities. One is quite indispensable to the other. Let us rather consider the more remote and less self-evident relations between him and such problems as immigration, education, unemployment, slums, etc.

To begin with, the engineer is unquestionably the greatest employer of labour of any single class or profession. As a great portion of his labor is crude, he is more vitally interested in immigration than almost any one else. Furthermore, in his work he learns the native characteristics of the different races and peoples coming to our shores, and in what department of our social mechanism they become most readily and effectively absorbed. It seems to me that this knowledge, born of intimate contact, should be utilized.

No one can anticipate what immigration will be after the war. It is natural to suppose that the rate will be enormously increased. A supposition such as this, however, is often quite incorrect. In any case, there will be a great many soldiers returning from the front, who will be in search of employment. I wish particularly to draw your attention to the fact that these men, instead of having lost their grip on their civilian constructive life, will, in reality, have enormously increased in value as effective citizens. From the viewpoint of an engineer, every one of them should be immensely improved in efficiency, since they will have learned the value of discipline and systematic effort. They should be peculiarly valuable in the positions of foremen and able to exercise leadership in a way that they probably never could have done without their active military training.

This is the age of engineering. Without steam and electricity where would we be to-day? There is hardly a thing that we eat, wear or do, that is not directly or indirectly dependent on some engineering production or achievement. This is why the engineer, day by day, is assuming a greater and more vital importance in the administration of our national and civic affairs, and the increase in his public activities is coincident with, and an inevitable result of, the increasing demand for better and more efficient government.

MR. W. J. FRANCIS (Montreal): The Canadian Society of Civil Engineers has a membership in Canada of about three thousand, all of whom are selected men admitted through high qualifications. The assistance which these men, together with their scientific brothers the architects, may render in the great work before the Civic Improvement



League of Canada is immense, and I appreciate highly the honour of being able to say to you that we are ready to co-operate with you at every turn.

One of the points worthy of the careful attention of the new League is the co-ordination of public bodies in their efforts in the direction of the League's objects. I refer to such bodies as the Union of Canadian Municipalities, the Canadian Forestry Association, the Commission of Conservation, the local guilds of civic art and the numerous improvement societies. In this connection there is a great opportunity to prevent the present inevitable and uneconomical overlapping.

The co-ordination of public services in adjacent municipalities might also be taken up to advantage. Among the various municipalities surrounding Montreal, each works out its problems in its own way, practically regardless of the others.

The new League may also well direct its energies toward the development of transportation facilities, both rural and urban. Naturally, this leads us to the subject of the improvement of highways. This is a new country, a great country, a country to which has been applied the definition of a line—length without breadth. There are comparatively few people in a very large territory, highways are of great importance, and the development of the automobile has increased it.

There is also the subject of tree planting. If this new League could succeed only in curing the baldness of the prairies of the Middle West by the planting of trees, it will have rendered the Dominion a great service. The sky-lines of many of the prairie towns are featureless. It is a great pity our architectural brethren would not now and again project a steeple skyward in those western towns instead of building their churches in the style too often adopted at present.

Many of our cities are afflicted with a checkerboard layout. One of the greatest services that could be rendered would be to get the cities to fit the landscape and the streets to fit the ground. A cow will naturally take an easy grade up a hill. It would appear that, at times, some engineers and surveyors have exercised less common sense than the cow—when they insisted on going up a hill on the line of the steepest grade.

The railway approaches to the cities might also be studied to advantage, for the impression that a traveller receives on entering a city between lines of deserted, tumble-down and unkempt buildings is apt to remain with him, to the detriment of the city.

The great subjects of pure air, pure water, proper light and sanitary surroundings are too well understood in their importance to need more than a passing reference.

In relation to both safety and beauty, the building codes of the cities could be made uniform to a considerable extent. The safety of the citizens, either within or outside of a building, has to be provided for and it is the same in one city as in another for the same class of buildings and surroundings. Height restrictions, similar to those in Montreal, might well be adopted in a general way throughout this Dominion, for we have plenty of room east, west, north and south, without climbing upwards.

Still another great saving could be affected along the lines of uniformity by having standard specifications for standard constructions. Already the Canadian Society of Civil Engineers has issued a number of standard specifications, and more are in course of preparation. Portland cement is Portland cement whether in Halifax, Winnipeg, or Vancouver, and so on. The League might well endeavour to have these adopted for the sake of the uniformity and economy which would thereby result.

All of the things I have mentioned, you may have observed, are more or less closely identified with engineering. I trust you will pardon the inclination of my mind in that direction, but I feel that a great deal of the good work that this League can do concerns those things with which engineering is chiefly identified.

#### CIVIC IMPROVEMENT IN RURAL COMMUNITIES

HON. SYDNEY FISHER (Knowlton, Que.): I wish to speak to you as a farmer, and of the interest which the rural population must have in civic improvement. I was very pleased yesterday at the meeting of the Conservation Commission, and this morning, to hear from Mr. Adams that he had been thinking somewhat on the same lines as I had myself. It confirmed me in my judgment and, although he dealt with the subject very thoroughly, it is so large that it will bear perhaps a little further elucidation at my hands.

We have heard something of civic life, we have heard of town planning, and we have heard of the evils of the concentration of large masses of our population in the civic centres. There is no doubt that these are the more glaring, the more evident, blots on our present social and economic system. To most of you city dwellers the country is known in its summer dress, and you have very little realization of the economic needs of the rural population the year round. I do not wonder that you think of the country in its summer dress, in the beauty of the woods and fields, brooks and rocks, and I daresay some of you are not oblivious to the fact that, where man comes in and has to do with the nature of the landscape, his chief business has been to create horrible blots and disagreeable, striking and protuberant obstacles to the enjoy-



ment of that beauty. I do not say that this can all be obviated by municipal organizations, or by municipal action, but I can assure you that in the country life some such over-shadowing power and control is just as necessary as it is against the disfigurement of your city streets, or the evils that are attendant upon slums in the city. It is true that in country life we have not the menace to public health by bad municipal organization and action that you have in the cities but, at the same time, we have the fact that there is a great deal which could be done to make rural life attractive, efficient and comfortable for the people who live it, which is not done; and I can conceive that it would be a part of the work of this League to promote the action of rural municipal organizations towards making rural life more attractive than it is to-day.

We hear of our returning soldiers and of immigration. A year ago we heard a great deal about unemployment in cities, and I know that many in Canada have solved these difficulties by saying that these people should go back to the land, or go to the land if they never were on it. I agree fully and entirely that the concentration of our population in urban centres has been a great misfortune to this country. We have been going ahead for the last ten or fifteen years very rapidly, with the result that to-day about half of the whole population of Canada is urban, and only a little more than about half of it rural, certainly a very extraordinary and lamentable condition of affairs in an essentially agricultural country. Although just at the moment, by reason of munition contracts and other work connected with the war, the unemployment in the cities has practically ceased, I fear that the end of the war will see again great and serious unemployment in our urban centres. Now, if we are going to attract immigrants and returned soldiers to the country, we must do something to make rural life more profitable and more attractive than it has been in the recent past in Canada, or any other effort we make will absolutely fail. In Canada we have, fortunately, a complete rural municipal organization. That organization, under the municipal codes of the various provinces, has very considerable powers. It may be that the municipalities ought to have more, but the powers they have are very largely neglected and not performed. The indifference to municipal affairs is greater even in the country than it is in the city. There are many occasions when it is hard to get enough interest in a rural municipal contest to nominate a candidate and get him elected, and this is true also of our school boards as well as of our municipal councils.

What can our municipal councils do to make rural life better and more attractive? At present they have the management of the roads. This has been, in the past, bad as a rule. Improvement has been made because there has been a great movement for good roads in all Eastern

Canada, and a good deal has been done in this direction. But there is a great deal more to do and it must be done through the municipal organizations.

Tree planting, properly and scientifically carried out, would accomplish a great deal towards the improvement of rural life. It would supply shade on the roads and for the animals in the fields, would conserve moisture and would have, besides, an æsthetic advantage. We want to induce the people to go to the country. We talk about putting the soldiers back on the land when they come home from the war. The great majority of the recruits that have gone to take part in that great struggle have come from the cities, and they will go back to the cities, where they have been accustomed to living and working, unless you can make the rural life more attractive to them than their old city life. But the unemployed in the city will not go to the country; they hate it and even prefer to live on charity in the city than to go to the country and become strong and useful citizens. The immigrants who come from the Old Country are not fitted for being their own masters on the farms in Canada. The majority of them know nothing about farming, and it is no more sensible to bring a European immigrant here and give him the position and control and management of a Canadian farm, than it would be to take one of our own farmers and give him the management and control of a city business. During the last twenty years we have been pursuing, in regard to our immigrants, an absolutely wrong system, and we have been handing over into the hands of utterly inefficient and incompetent people the farm management of enormous areas of our fertile lands, with the result that to-day these lands are infinitely worse than when they were under the public control.

These things lead me to feel that, while most of you have your minds and thoughts on urban civic affairs, there is a place for rural civics in this League, and, if the executive committee can see their way to it to-day, I would suggest that a committee should be named to take up this particular subject and deal with it apart from the urban civic improvement, and see what can be done and what recommendations can be made after full investigation into the subject.

#### WIDE SCOPE FOR CIVIC IMPROVEMENT

DR. HELEN MCMURCHY (Toronto): We are fortunate indeed in being present at such a memorable meeting. The pronouncement made by Hon. Mr. Hanna, as to the policy of the Government of Ontario, to be carried out in the near future, regarding the establishment of a municipal department, or what is known in Great Britain as a Local Government Board, would of itself make this occasion a great one.



Is there any problem of public health with which this Civic Improvement League will not help us? Not one. Is there any ideal of public health that is not represented by the ideas and objects of this League? Again one can hardly think of one such ideal. Therefore, all those who are concerned with public health or are interested in it, will give to this League all the encouragement and support and all the work they can in its labours. On the questions of pure air, pure water supply, proper drainage and disposal of waste products and, above all, the supremely necessary demands for proper housing, we can see how public health and the objects of this League are one.

Much has been said, but not too much, about the importance of the home. To have home life, on which not only national success but national existence depends, we must have some place where that home can be made. Well did Sidney and Beatrice Webb speak of the soul-destroying conditions of one-roomed dwellings. These are not unknown in Canada. It is not very long since, in the capital city of Ontario, there were over one hundred families who were, we could not say living, but existing, in one-roomed dwellings. None of the objects of this League, none of the ideals of public health, can be secured unless we put an end to these conditions.

In regard to immigration, I trust that the chairman of the committee on resolutions will have taken cognizance of the suggestion of Mr. Adams that, without delay, a committee of this League should be appointed to deal with this subject. I cannot but think that nothing coming before the committee on resolutions will be more important, especially as we have all seen recently in the press an announcement that the Economic and Development Commission is to take up the question of immigration. As to the volume of that immigration, there seems to be a difference of opinion, but whether those who think the immigration will be small, or those who take the opposite view, are more correct, there can be no doubt there will be immigration, and, whether that immigration is great or, as I think we might pray, small at first, it will still remain our duty to take hold of this remarkable and unique opportunity, when the great hand of destiny has stopped our immigration and given us one last opportunity to lay our plans about that important subject. Whatever be in store for us in regard to immigration, there can be no question as to the wisdom of making plans for the future, and making them now. This is the only chance we shall ever have. It is an opportunity which not only will not recur, but which we cannot hope may recur, having regard to the causes which have brought it to pass.

In regard to the whole tone of the discussion here to-day, even five years ago such a sympathetic public opinion as has been expressed at this conference would hardly have been possible.

Finally, I wish to speak about the wonderful dower of beauty possessed by Canadian cities, towns and villages. Is not the beauty of Halifax known throughout the world? Have you never stood on mount Pleasant in St. John and cast your eyes over the seven little lakes—the half-moon and the others—that lie up the river? Have you seen the elms at Fredericton? Have you studied the picturesque outlines of Quebec? Do you remember the magnificent bend of the river at Calgary? Who has ever beheld Vancouver or Victoria and failed to be impressed by the beautiful combination of the narrow seas bordered by lofty forest-clad mountains. But I do not now refer particularly to these well-known cities. The smaller places have their beauties too. Pembroke, almost within eyesight from here, has within its boundaries no less than three rivers. Near there, Champlain once tarried on a celebrated occasion. Cochrane, one of the furthest north communities in Ontario, is a town built around a little lake. At Fergus, there is a stream noteworthy for its beauty. We only need to do one thing to these picturesque places, namely, not to spoil them. That fact I hope this League will be able to keep in mind.

REV. J. I. MANTHORNE (Avonmore): In reading over the names of the provisional committee, I fail to see the name of one minister. Why have we not a minister as a member of this committee. I see the names of men identified with politics, engineers, architects, lawyers and doctors. Ministers are educated men, spending from six to nine years getting a full college training, and then ministering in the rural communities. As you know, the greater part of the population of our cities comes from rural communities. Hence they are the men who should be interested in these subjects. It is a sort of protest that I am making now. If the present moment is inopportune for that protest I will not press the point, but will take a later opportunity of bringing it to your attention.

MR. THOMAS ADAMS: The business of the committee was settled this morning, and the idea was simply to appoint a Dominion Council with a view of selecting the different organizations which should be represented, including the various ministerial organizations. The matter is therefore really not relevant now, but it has been dealt with in a way that is entirely favourable to your view.

REV. J. I. MANTHORNE: I am satisfied if the Church is represented. If it is not, I will protest later.

#### TOPOGRAPHICAL MAPS

DR. F. D. ADAMS (Montreal): I have been asked to devote attention definitely to one or more points on which we think emphasis should be laid. Coming to this matter from the standpoint of an engineer, one point, which it seems to me is a very important one, is that of the pre-



paration of a map of each of our cities. One might suppose that we had in the case of our various cities, accurate maps which show the position of the drains, sewers, water-pipes and so on. It is a remarkable fact that there is no city in North America which has a proper map of its own territory. When a tunnel was being driven through mount Royal, that the Canadian Northern Railway might reach the centre of the city, a sewer, with a wooden bottom, was encountered. The contents of that sewer emptied into the tunnel in about five minutes, causing enormous damage. If there had been such a map as I speak of, that would not have occurred. In the city of Providence, R. I., an uncharted drain, running full, was cut seven times by a new tunnel. Even in New York city, a new subway cut an unknown drain, six feet in diameter and in full operation.

Apart from the question of the preparation of maps for the city itself, before town planning can be arranged, we must have maps not only of the city but of the surrounding country, and we also must have some provision whereby these maps can be made. Par. 14, sec. 2 of the draft Town Planning Act provides that the expense of preparing a scheme—which also includes the cost of preparing such a map—shall be borne by the local authorities. Now, as Mr. Hanna said to-day, we often say that things should be done, but it is necessary to have money to do them. But this is not a permissive provision in the Act, it is mandatory. We have had some experience in regard to that in the case of Greater Montreal. We asked the Legislature of Quebec for such powers, and the Province gave to the Metropolitan Parks Commission of Montreal power to levy a tax, but, when we went to the city of Montreal, they declined to burden the tax-payers with any such project. To get an obligatory tax levied on the various reluctant municipalities that the work of town planning may go forward, is a point to which our League might direct the full force of its weight, wisdom and influence.

MR. N. CAUCHON: I would like to correct an error made by Dr. Adams when he said that no city in Canada had a topographical plan. The city of Ottawa has a very complete plan on which the town planning scheme was based. He apparently did not know of that, and this may be the only one in Canada.

MR. G. R. G. CONWAY (Vancouver): I would like to emphasize the necessity of having proper topographical plans made of our cities. I believe the preparation of topographical plans is very essential if we are to have a correct idea of what is going on in any city. These plans have been referred to by Mr. Nelles in the report which is before you to-day, and I commend the two pages in that report for your consideration. The idea of a map on the scale of 1:100,000 is a very good one, because, in my experience in the Old Country, and in various parts of this country, I

have seen an enormous waste of money which has taken place through not having proper topographical plans. The cost of many works throughout Canada is in many cases four or five times what similar works cost in the Old Country. I had an instance of that not very long ago when comparing the cost of a certain work in British Columbia; it was about four times the cost of precisely similar work constructed in the old city of Aberdeen, Scotland. Now, if we take into consideration the cost of wages and of material, there is no reason at all why public works in this country should involve the expenditure of so much money. There is no reason at all why cities should be spending millions and millions of dollars more than is necessary. If there is anything that is important immediately after the war, it is that all municipalities and public bodies must conserve their resources and, for that reason, I think this question is one which ought to be taken up by the Civic Improvement League.

In regard to the cost of preparing topographical maps, Mr. Nelles, in the report already referred to, told you what that cost was. I think the figure he gives, \$1.00 or \$1.50 an acre, is approximately correct, because it agrees with some figures I have myself. The smaller cities will have their plans and can lay out their streets in future in a way that will save them many million dollars on the cost of their public works. In the case of a larger city, the preparation of the map will cost more.

Among the men who have gone to the front are numbers of young engineers. A tremendous percentage of the land surveyors of British Columbia have gone. As the whole railway development of Canada is practically stopped for the time being, large numbers of railway men have gone to the front, including surveyors, rod-men and axe-men. When the war terminates, the services of these men coming back from the front could be used. I believe an excellent opportunity is afforded there of doing a great deal of work towards the future of our country, which all of us have at heart. It is just as essential to find employment for these men who are in the higher scale as it is for those who are in the lower scale, because they are going to have a great deal of difficulty in securing work. This matter does not seem to be quite relevant to the subject we are discussing, but my reason for bringing it up is that I think work could be organized so that these large numbers of young men coming back from the front could be used.

There is one other subject which has been touched on quite frequently to-day, and that is the question of the agricultural side of civic improvement work. It is very extraordinary that, in towns such as Victoria and Vancouver—with which I am better acquainted than towns in the East—nearly the whole of the food supplies consumed are imported from California. Why should not the land on the outskirts of



these cities be devoted to the same kind of cultivation that used to be carried on in such perfection in Belgium? Were this idea to be adopted we could arrange to put a large number of our returning soldiers, and possibly also immigrants, on land near the cities. They would not be in the city, but near enough to it to have all the conveniences of telephone and water supply. Twelve miles from the city of Vancouver, there is a district 18 miles long by 45 miles wide, throughout the whole of which a water supply has been laid, and that area is capable of employing thousands of people if the West could only get rid of its greatest evil—the real estate speculator.

In Vancouver we are looking forward to the work of the Civic Improvement League, and to securing in British Columbia the adoption of the Town Planning Act.

MR. J. H. GARDEN (Calgary): Every city should have a topographical survey. Because of the town-planning legislation, we in Calgary were able to make that survey; we have a very complete set of maps which was prepared by our city engineer's department. We have obtained all the levels of our city, which is very large in area, extending six miles each way, and we have a map showing all our underground utilities.

The province of Alberta will not validate a city's bonds until they have such a map showing where the work has been done. We have a Town Planning Act, a Department of Municipal Affairs and an ideal form of city government. In Alberta we have all those things that Mr. Beer suggested we should aim at. What use are we making of these? I fear that we have gone ahead of public opinion, and what we need is just such an organization as this League to spread education amongst the people so that they will appreciate the powers they have obtained and put them into force.

#### UNIQUE OPPORTUNITY FOR TOWN PLANNING

W. D. LIGHTHALL, K.C. (Montreal): We are at present face to face with an unparalleled opportunity in town planning in general. Those, who had practically to do with town planning during the past few years, found a great difficulty in the high price of land on the edges of, and surrounding, the principal cities and towns. At the present time, fortunately, from that point of view, we have almost a return to something like the former conditions of cheap land surrounding cities, and the idea that strikes me as the most practical, and the one point I wish to make at the present moment, is the great opportunity which is afforded by that fact for urging on the proper authorities the granting of powers to operate schemes immediately. After the war it is questionable whether there will not be another era of speculation in land. We may expect that the value of land will go up greatly and, at the present time, we

have the owners of the land, in which expansion may naturally be expected, in a frame of mind in which we can deal with them advantageously. Among the resolutions which will be discussed this afternoon, there has been accepted by the committee on resolutions a motion which I proposed with that object in view, and the gist of it is: That this Association urge immediate action on the legislatures and other controlling bodies which can set in motion the wheels of town-planning movements, and that this be done immediately. We must organize to take advantage of the present situation, if we are not perhaps to lose opportunities that may never occur again, and certainly will not occur in the same completeness.

MR. N. CAUCHON (Ottawa): I would like to urge that everybody use his influence to have the Town Planning Act adopted in the various provinces, with a central bureau for each province to carry it out. Many of us have dreams, but, if we have not machinery to carry them out, we are simply talking against time. A preliminary to all progress is to get the Act and the municipal department to control it, otherwise we shall accomplish no more than we have for many years past. That is the first step and an indispensable one.

#### DANGERS OF CONGESTION

All our cities are heading towards congestion, being without any plan, and they will keep on going that way and getting worse unless we cure the evil. A greater public interest is taken in Europe in all matters of civic concern than there is here. The best people there think it their business, their privilege and their duty, to contribute towards civic advancement. Some people think the older lands are behind in many ways, but, actually, we are far behind in many of the things that are essential to the amenities of life. In other words, social life over there is a very important consideration; not only how they are going to live, but why they are living at all; and if we could come to that point of view we should be starting at the beginning. There is a vast difference between making a living and accumulating what is known as the 'unearned increment.' One reason for urging that the Act be adopted is to eliminate the opportunity of one individual to accumulate all the unearned increment and leave all his other fellow-citizens lacking in the essential amenities of life.

The question of congestion is not a new one. It is nearly as old as the history of the civilized world. You will find on looking up ancient writers that the density of population in Rome in the days of the Cæsars was about two or two and one-half times the density of the population of Paris to-day. And they had no means of rapid transit to relieve it. Their streets were narrow and tortuous and their buildings



were tall. It will doubtless surprise some of you to know that life in Rome was led by the common man in sky-crappers. The *insulae*, or blocks, in Rome were of enormous height, and it is on record in the works of the ancient writers that the poor man often had to climb 200 steps to his garret or room, which was often hardly high enough for a man to stand up in. In the reign of Augustus an edict was issued declaring that no dwelling built in Rome should exceed 70 feet in height, except a public building. This is almost the height of a building on Sparks street. There were no elevators, although recent discoveries point to the existence of an elevator on the Palatine in the palace of the Cæsars, and also one in the house of Nero, which is believed to have raised people 120 feet by slave power. Another effect in ancient Rome was that the congestion of the streets, owing to the density of population, was so great that vehicular traffic was impossible during the day-time under the Cæsars. The streets were filled with a moving crowd from wall to wall and no vehicle could pass, though a wealthy man could be carried by his slave. The result was that all the vehicular traffic, the carting of the market produce and other teaming, was done during the night, and as there were only cobble pavements then, night in Rome was noisy as well as dark. We are in danger of repeating the same evils to-day. They are beginning to occur in New York, where the buildings are allowed to exceed in height their relation to the width of the street. Nero started out to town-plan Rome by first burning it down, and then he re-planned it with wider streets. I do not recommend that method; it would be better to prevent the evils arising.

M. Eugène Hénard, the great architect of Paris, who to-day has charge of the plan of that city and who, before the war broke out, was proposing to spend \$180,000,000 on the enlargement of the streets and opening of traffic ways in the French capital, says that the conditions which existed in ancient Rome would have already prevailed in Paris but for the invention of the automobile, which enables traffic to be got rid of so much quicker. He foretells that they will prevail in Paris, even with the automobile, if they do not get more and wider streets and keep the height of their buildings down. They do insist upon the latter requirement, because an American company, the New York Life, attempted some years ago to put up a sky-scraper in Paris. But, as all the artistic societies in France fought the project vigorously, it was not carried out.

It is absolutely essential that, in many large cities, we should not do as we have done heretofore, namely, have all the streets the same width and trust to luck which way the traffic goes. Main thoroughfares should be wide and subsidiary streets narrow. That affects our large cities, and should have been provided for at their inception. Control of the height

of buildings and of the width of the streets governs to a large extent the density of population and prevents congestion with its attendant evils. The rule that the height of buildings should not exceed the width of the street sets forth about the proper relation with regard to traffic, drainage, and the amenities of life in general.

#### ONTARIO TOWN PLANNING ACT

CONTROLLER T. S. MORRIS (Hamilton): What are the prospects of getting a Town Planning Act through the Ontario Legislature at the coming session? Does anybody know that? Is the bill to be introduced into the Legislature this session?

MR. THOMAS ADAMS: At present the general position is this: three provinces have Town Planning Acts; in nearly every case we are in direct touch with the provincial governments. In the provinces of Manitoba\* and Saskatchewan they are introducing bills. During this session in Ontario, we hope a bill will be introduced. We have submitted a draft Act to Mr. Hanna, who told us at luncheon to-day that he would carefully peruse it, and I hope it will be brought before the Legislature. The position in Ontario is that a large number of cities have petitioned the Government for the passing of an Act. The Act has been submitted to the Government and is now before them for consideration. I hope it is going to be favourably considered.

CONTROLLER T. S. MORRIS: I suppose you will do all you possibly can to push the matter?

MR. THOMAS ADAMS: I think it is for the cities themselves to express themselves strongly to the Government. We are going to work ourselves, of course, but it is public opinion that will influence the Government more than the work of the Conservation Commission. We will try to help to get the Act through, but we do require the backing of public opinion in order to convince the Government that there is a real demand for this Act. I hope that Hamilton, as well as other cities, will take the matter up in that way.

CONTROLLER T. S. MORRIS: That is just the point I want to bring out, I want that to be very clearly understood. Are we each one of us going to present a request to the Government that this bill should be passed by the Legislature at its coming session? We ought to understand each other on this point; it may be that some persons do not understand it so. I think every one of us ought to use his best endeavours along that line.

THE CHAIRMAN: We have a resolution on the subject.

CONTROLLER T. S. MORRIS: I am glad to hear it. We ought to aim at accomplishing something. Personally, I want to see the bill go

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\*The Manitoba "Town Planning Act" was passed in April, 1916.



through the Legislature, because then we have got something definite and tangible and can make further progress. I support the idea very strongly.

#### SCOPE OF ONTARIO PUBLIC HEALTH ACT

DR. C. J. HASTINGS (Toronto): Of all the subjects that have been enumerated here this afternoon, that of public health is the last to be mentioned in connection with town planning. Now public health must necessarily stand first. Over half a century ago, Disraeli said: "You can take the most beautiful kingdom, give it industrious and intelligent citizens and progressive and growing industries, let architects cover the land with palaces and mansions, provide it with immense armies and navies, but if that nation does not increase numerically, if its citizens do not increase in stature and physical development generally, that nation must fall." "That is why," he continued, "I maintain that the first duty of a statesman is to guard the public health."

We very often find fault with governments without carefully enough examining ourselves to make sure that we are not the ones at fault. The question of factory inspection came under the notice of the Department of Health in Toronto about 18 months ago. As a matter of fact, when that law was established and when factory inspection was placed under the Provincial Government, there were no very large municipalities. But it is not the duty of the Government to inspect the factories or the industries of any large municipality. The Department of Health and the Medical Health Officer of any municipality, are alone responsible for the lives and health of the inhabitants of that particular municipality. Therefore, it is primarily the duty of the Department of Health to look after the inspection of factories and industries in any municipality. While some fault may be found with the Provincial Government in not giving us specific powers along certain lines, yet they have placed in our hands an Act that has done credit to them and is sufficient to have immortalized their names if they did nothing else. The Public Health Act of Ontario is the strongest piece of legislation that was ever enacted by any nation or any country. I will give you a little instance in a very few words as demonstrating that: A few years ago an alderman in the city of Toronto was ordered to abate certain nuisances. He refused to do so and absolutely ignored a letter that was sent to him. He received a second letter, which he also ignored, and then he received a summons. He immediately went to the City Solicitor and said: "Did you ever see such impertinence as that in all your life, an alderman receiving a summons from the Health Officer to abate a nuisance? What shall I do with it?" The City Solicitor inquired, "Have you ever read the Public Health Act of Ontario?" "I have not," replied the alderman, "but I know this is an impertinence. I want to

know what I am going to do." "Well," said the Solicitor, "I want to tell you in a few words that the Ontario Public Health Act is of such a character, and it vests such rights and powers in the Medical Officer of Health, that, if that officer tells you to go to h——, you have to go there." I think it is extremely important before we find fault with those who have the administration of these laws, that we study carefully the powers that we have. I have had considerable to do with the Hon. Mr. Hanna and I do not think there is a man in the province of Ontario who admires Mr. Hanna and his public spirit more than I do. I have often gone to Mr. Hanna and said, "I would like to have a little further power along such and such a line." His reply would be, "You have that power now." And, when I read the Act over again, I noticed, and have noticed since, that there is a tremendous amount to be read between the lines. I would advise any administrator of public health, or any local Board of Health, to go as far as they can until they are right up against a stone wall, and then the Provincial Secretary of Ontario will help them out. I do not think there is a particle of doubt about that.

The city of Toronto has established a municipal abattoir at a cost of something like \$375,000. Previous to that there were 23 public slaughter-houses, or 23 nuisances, in the city. We had to abate these nuisances and, in addition to that, not permit any meat to be sold without being properly stamped. The regulations of the Provincial Board of Health empowered us to do that, but doubts arose as to whether they could empower any municipality to pass such a by-law. However, we looked up Schedule "B" of the Public Health Act, and there we were able to read between the lines that we had absolute power to control the whole situation. In Toronto, we now have regulations that fully control the situation, and, within two months' time, an ordinance will be issued prohibiting the sale in the city of any meat that does not bear the stamp either of the food inspectors or of the inspectors of the Department of Public Health.

MRS. ADAM SHORTT: May I ask Dr. Hastings to explain what he means by the model by-law under which municipalities could operate?

DR. C. J. HASTINGS: It is Schedule "B" of the Public Health Act, which is part and parcel of that Act, a by-law that was compiled at the time of the compilation of the Public Health Act for all municipalities. It is in force in every municipality in the province of Ontario, unless they request that a by-law of their own be adopted, which I would advise them under no consideration to do. My advise is: Stick to the Public Health Act and you can get anything you like done.



## DUTY OF CITIZENS TO EXERCISE FRANCHISE

MR. J. P. HYNES (Toronto): I have been much impressed by Mr. Waugh's statement this morning, that the average Canadian citizen does not exercise or perform his duty to the body politic. He instanced that, on some occasions, only 20 per cent of the possible vote was polled in Winnipeg, and we have frequent instances in Toronto where very much less than that is polled. As we want to interest everybody in civic betterment we should commence by so interesting them that they will exercise their franchise, and the question I think might be dealt with better by a committee. The citizen usually excuses himself for not voting on the ground that there is no choice; the slate is such that he does not care who goes in. I would like to advocate that those responsible for the voting add to every ballot a protest vote, and, if the voter is not satisfied with the list of candidates presented, he can register a vote in protest of those candidates. Then, every citizen would have an opportunity of expressing his disapproval of those who present themselves. If no candidate obtained more votes than there were protest votes, such candidates would be disqualified for office that year. Then, some more eligible candidate would have to be found and the dissatisfied voters would find them. I think that might be even carried so far as not to allow any office to be filled by acclamation. A man, by reason of controlling the machine, as we often hear of in politics, gets a nomination without an opponent. He ought then to face the electors and see whether they would not vote a protest ballot greater than would be the votes cast in his favour.

### IMMIGRATION AND CIVIC DEVELOPMENT AFTER THE WAR

DR. C. C. JONES (Fredericton): What I shall have to say will be more particularly from the standpoint of the Maritime Provinces. I believe that there will be a considerable immigration to Canada after the war. That may be a prophecy. My reason for believing so, however, is, most of all, that the men from the Old Country, from the factories and from the offices, who have been spending several years in out-of-door work, who have been breathing the fresh air and feeling the exhilaration of physical employment out-of-doors, will not be content to go back again to the offices or to the factories, they will seek the means of earning a livelihood under somewhat the same conditions as they have been enjoying for the last two or three years. That is not a matter of imagination. Men have written me from France, that, after the war is over, they are looking forward to an out-of-door life, and the man who looks forward to an out-of-door life naturally turns his attention to Canada. I believe we have in the Maritime Provinces of Canada greater facilities for such life than in any other portion of Canada. Our chief occupations there are farming, lumbering and fishing, and I mention the latter occupation because we must not forget that we are under greater obligations to the men on the ships, if possible, than to the men who have manned the trenches. I feel that all these men who have seen the deep things of life, and are not concerned in money-getting, who deserve a decent livelihood under proper conditions of social well-being, probably will, if they have their choice in the matter, be ready to make homes for themselves in the Maritime Provinces.

#### EXPLOITATION OF IMMIGRANTS TO BE GUARDED AGAINST

There are two dangers we shall have to face, and the only way of meeting them is through an educational campaign, namely, some men are already looking forward to the beginning of immigration in order to revive the Western land boom, and the transportation companies are already looking forward to a revival of immigration that they may earn dividends for their shareholders. The desire of the transportation companies has seemed to me to be to bring these men across the Atlantic, to carry them as far on their lines as they can, to the greatest advantage to themselves, and dump them in the cities, thereafter to look after themselves and to add to the great number of unemployed in Canada. There is one thing we may do in respect to immigration after the war, we can give these men every facility we possibly can to live the lives they would desire to live, afford them a decent opportunity to earn their livelihood under normal social conditions, and an opportunity to settle on the land



in this country, without losing the educational advantages they have been accustomed to. In the Maritime Provinces, we have a great deal of land that is not fitted for farming. On the other hand, we have in Nova Scotia and New Brunswick unoccupied land, fitted for farming, among surroundings that provide the very conditions I have mentioned.

In connection with town planning and civic development we should place great emphasis upon the rural problem and that efforts be made to plan ideal rural communities. The solution of the problem will be to afford an opportunity to, say, 20 or 25 families to locate in some already settled rural communities where they would experience something of the same conditions they have been used to in the Old Country. That plan has already been tried with a great deal of success. In planning for any rural community we should provide for two things, plenty of fresh water and water in the houses. One reason why the women do not desire life on the farm is because they have very often to travel two or three hundred yards in order to get a little fresh water or water of any sort. If, in the planning of a rural community, provision were made for plenty of water a great deal would be accomplished. Another matter is the necessity of a telephone service. The telephone in a rural community means a great deal more than it does in the city. In the country where the lady of the house may call up her neighbour and announce that the baby has cut a tooth, or any similar important event, the telephone is a great source of satisfaction to the residents.

Let me repeat that, in providing for the return of our own men and for the immigrants who are coming to Canada to live under conditions altogether different from those under which they formerly lived, if we can, so far as possible, establish rural communities where these men can settle together and develop their own lives in their own way irrespective of money-getting, where they may live such lives as they undoubtedly will desire to live when this great contest is over, we shall have accomplished a great deal.

#### REFORM OF LAND SETTLEMENT POLICY

DR. G. C. CREELMAN (O. A. C., Guelph): I do not know how far the Dominion Government would care to undertake the responsibility, or how much should be allotted to the provinces, but of one thing I am fully convinced, and that is, that our land settlement policy could be greatly improved. It is lonely enough for the newcomer in the well-settled farm districts of Ontario. What it must be in the West on an odd quarter section, here and there, it is hard to conceive. It is not the most exciting kind of life to live in an old settled portion of the country on a farm when you understand the business. We can hardly conceive of what it must be for a man without farm experience, to live by himself on a quarter section.

It would seem then, that men coming out to this country without any knowledge of farming should be given an opportunity of learning the business before they acquire farms of their own. It seems equally desirable that farmers who come to us to take up land should have some of the pioneering work already done for them.

It seems to me that the Government might take a tract of good land in each province—or many tracts if needed—see that railroad facilities are available, that the town site is located in the proper place, and that wells are dug and roads constructed. Then, when opened for settlement, at a definite price per acre for every lot, it should be seen to that every parcel is sold before any of the block is occupied. By this closer settlement, neighbours are near by, co-operation is made possible, schools and churches are immediately accessible, and no one is at too great distance from the railway and local market.

For those who have had no experience, I think the provincial governments might now, without much sacrifice, set aside tracts of land, build inexpensive but comfortable dormitories, hire a few well-informed men as foremen and instructors and engage in teaching farming to those who have had no experience. It must be remembered that farming is a trade and must be learned before one can expect to make it a profitable business. Many men in past years have come from the Old Country and learned this trade with good farmers. But farming has changed so that the farmer himself has not now the time to teach immigrants, as was the custom at one time. Improved and more complicated implements require more skilled labor, and the raw boy who does not know his business is often kept doing the chores early and late, until he is either disgusted with the life or fails to learn the real business of farming at all. Such farms might be nearly self-sustaining, for these green men should not be paid more than \$5 a month and their board while learning the business. During the growing season, they could be kept at work every day, but, during the winter, half a day's work in the bush or about the stables would probably be all that could be provided, while the other half of the day could be profitably spent in studying methods through bulletins and other literature, under the direction of the farm instructors.

I am not sure that it would not pay also for the Dominion Government or the provincial governments to maintain farms in Great Britain with a Canadian manager, where intending immigrants wishing to go into farming, but knowing nothing about it, might spend a few months using Canadian implements and Canadian methods, and so find out whether this is the life they want to lead. It is almost impossible for a young man to know whether he will like farming or not until he has tried it. It is expensive to have to break home ties and go from the old land several thousand miles to find out. Our towns and cities have



in the past been filled with young men who came out to farm. They are needed on the land but are either not fitted for the life or "got in wrong" to start with. Most of these men are made of good material, but our present system does not tend to develop them. As well might we expect to make skilled physicians and surgeons by assigning a school boy to each of our medical men in practice and expecting each one to turn out a successful doctor.

Hon. Rupert Guinness, of Woking Park Farm, England, has tried this out on a small scale, and, from the beginning, has had more applicants than he could accept. I sent him a manager, and he afterwards got an assistant from Guelph also. Many of the young men who have come from that farm to Canada since have shown their practical ability to fit into our ways, and they have become good Canadian citizens and good Canadian farmers. Many, at the same time, I am told, have been advised to stay at home, as they showed neither the instincts nor the adaptability necessary to make Canadian farmers. After the war, I expect to see great immigration to Canada. We must expect to find many returned soldiers who will want to go upon the land. It seems to me it would be wise, therefore, to look at once into these two questions of training-farms and of closer settlement.

When we have settled back to normal conditions and can get these tracts of land ready for settlement, then I should like to see some of the very best lecturers from our agricultural colleges, from our Departments of Agriculture and from the Farmers' Institutes, go right into Great Britain and hold series of meetings in the best farming communities, just explaining how we are farming, throwing on the screen some pictures of our farms and farm products, and then quietly explaining our immigration laws and pointing out directly where the settler may go and get land at the mere cost of the improvements that have been put on it, where he would be assured of companionship for himself and wife and good schools for his children; where, if he has capital, he may buy the land outright, build his house, and stock the farm himself; but where, if not, he may secure the use of the land, be advanced money for the purchase of live stock and the building of permanent improvements.

We cannot expect that provincial agents, settled in offices in the middle of London, will get very close to any large number of first-class farmers in the counties far remote. We must reach these men personally, and I believe the men to do it are the men mentioned above.

#### REMEDYING PAST MISTAKES IN IMMIGRATION POLICY

MR. J. C. WATTERS (Ottawa): With regard to immigration after the war and the results of the immigration of the past, much may be said. A great deal has been already said, but in so far as that aspect of

the case is concerned, I, as a member of the Economic and Development Commission, expect to devote a large part of my time, to a consideration of that subject. Any representations that may be made by this League with respect to the kind of immigrants whom we should encourage, ought to receive the attention not only of the Economic and Development Commission, but also of the Government itself. We know that, in the past, the policy pursued by the Government has been responsible for admitting all kinds of people to our country, irrespective of the use they are to themselves or the value they would be to the community. The immigration policy has been largely dominated by the transport companies and also by agents under the supervision, presumably, of the Immigration Branch of the Department of the Interior, and all that these agents are interested in is pocketing the \$5 per head they get for the so-called agriculturists and farmers whom they send over. About 99 out of every 100 of these men find their way into our cities. So far as our immigration policy is concerned, there is a premium paid on dishonesty. Transportation companies are not half so much concerned with the welfare of the people they may bring here, or of the people already brought here, as they are about swelling their dividends with the money collected for transportation. I would suggest that this Civic Improvement League recommend to the Dominion Government that they restrict immigration from Great Britain and the other European countries rather than encourage it. To control immigration is the great problem that is going to confront us. Proper restrictions will naturally encourage the right kind of people to come here, and that class will come when we offer them inducements enough.

The object of the members of this League is to improve the conditions which surround our people in the cities. The city does not mean simply the buildings, the streets, the parks and so forth, it means, in the last analysis, the people of the city, and, if we are going to improve the conditions under which the people in the city are living, it means that we must improve our citizens. How can their interest be best considered and served? The human animal is very largely the product of environment. The life of the plant is likewise but the result of its environment. If we take a rose and plant it on the north side of a house, where it is exposed to all the cold north winds, having its roots in poor soil, and if we take a plant of exactly the same potentialities as the other, but plant it on the south side, well-watered and exposed to the sun, the rain and the dew, we obtain two very different specimens of a rose. That illustrates the effect of environment. So with the lower animal life. What constitutes the difference between the domestic cat and the tiger? Both are animals of the same species, but, whereas the one in its domestic surroundings is harmless, the other, living in the wilds, is a savage and



dangerous animal. I think the same thing largely holds with respect to the human being. Place him in an environment where, by both precept and example, the worst in human nature is developed and we have a dangerous class of people. On the other hand, surround each individual, particularly each child, by good precepts and examples, and you develop the best there is in that individual, and a very different type of people will be produced. The Civic Improvement League has to do with surrounding people with a favourable environment, so that the best that is in them will be developed. That means architectural beauty and open spaces in our cities, it means all that appeals to our senses and to the higher sensibilities. There is more than that involved; it is incumbent upon us to investigate the reasons for our slum districts. To investigate the effect that a man's occupation has upon his general character, we must trace the man from his home to his occupation to ascertain whether or not his occupation is responsible for the conditions under which he is living, and, if it transpires that he is paid such a low rate of wages as to compel him to live in squalor, wretchedness and poverty, then we must raise the standard of the man by raising his wages. I know from personal experience that if I want to find a high type of man, a moral type of man, a good sober man, I do not go to the poor, miserably paid class of men, I go to the highly paid mechanics. The scope of the activities of this organization should be widened so as to enquire into the effect a man's wages and environment have upon his moral character.

DR. P. H. BRYCE (Ottawa): On the question of immigration, I shall not say more than to suggest that it is quite open to question how many immigrants will come to Canada after the war. It is quite true that the United States is filled up, although it passed through a devastating war in 1866. Europe to-day is being devastated by war, but it is safe to presume that, when that war is over, the energies of at least 30,000,000 people will be devoted toward re-building. If anything is to be done, in the light of past experience, to prevent economic disaster, we must devise plans, before the war is over, for taking care of the soldiers who may come to this country.

Nothing is more hopeless than the sight of newly arrived immigrants, who are utterly ignorant of the conditions in the new land and utterly incapable of promptly adapting themselves to those conditions. I have seen many thousand British immigrants arrive in Canada in the last 12 years, who say that they are going farming; but we know that 80 per cent of them have never seen a farm worthy of any remark. In 1914, when I spoke before the Board of Trade in Toronto, it was estimated that there were over 100,000 unemployed in our cities. That condition has been corrected temporarily by the provision of temporary work. If we are going to deal with these people we must make ade-

quate provision for them. Dr. Creelman put his finger, it seems to me, on the very essence of the matter when he said that governmental action was necessary to relieve us of the urban over-crowding of which we have had so much experience in the past. It may not be realized that, in the last census period, from 1900 to 1911, the urban population of Canada increased  $62\frac{1}{2}$  per cent while, in the same period, only 17 per cent was added to our total rural population, although we got nearly 2,000,000 immigrants. The problem can be solved by the various governments recognizing fully that the soldier who comes back must be mothered, if you like to use the expression, until he becomes self-supporting. The experience in Ireland and other countries, with regard to methods of agricultural development and meeting such difficulties as are likely to arise here, clearly demonstrates that the broadest kind of scheme backed up by absolute financial support, probably in the shape of the Federal Government loaning money to the provinces, will be the way by which each province will be enabled to deal with its own necessities, the provincial governments being closely associated with the Federal Department of Immigration in working out the plan.

#### DIFFICULTIES OF NEW SETTLERS

DR. A. E. MUNRO (Cobalt): Living as I do on the border of the clay belt of northern Ontario, an area of 20,000,000 acres in extent, more or less, I would like to add a few words to this discussion. In dealing with this matter, which is of the greatest importance, if we are to have any preparation for the expected influx of immigration, we must not trust simply to chance. I was very much pleased with Chancellor Jones' remarks as to the necessity of making provision for a supply of good water. I think we should provide for the incoming settler a log cabin, where he could live in comfort with his family, a barn for his stock, and a well, so that a supply of water could be taken into the dwelling house and into the barn. Here we have three requisites which must be provided for the settler, a good house, a good barn and a good well. Something else is necessary. The settler should be provided with a certain limited amount of land. In northern Ontario the country is very bushy, and the settler should be assisted in the clearing of the land. I maintain that, if a man is provided with a house, a barn, a well and 10 acres of cleared land, he ought to do well, not only in Ontario but in Quebec where there is an immense amount of land similarly situated. Settlers should be so placed as to guard against the danger from fire. I would have four settlers located together, with the four dwelling houses in the centre. In that way the one well would serve for the four families and the contiguous cleared land would guard against the danger from forest fires. Also, you would thus relieve the new settlers



from the feeling of loneliness which is so oppressive in sparsely settled districts. In every four townships there should be a town, where a doctor could establish himself, that the settlers might have medical assistance in case of sickness. In undertaking all this, the government might properly be called upon to bear a share of expense.

HON. G. W. BROWN (Regina): It is impossible for a man to settle on the western prairies without having at his command considerable capital. In my opinion people without capital can be better cared for in northern Ontario and New Brunswick than they can be in the provinces of the West, where the area of land cultivated has shrunk about five million acres, as compared with a year ago. This is accounted for by the fact that, from the Prairie Provinces alone, 70,000 men have gone either to the front or to military training camps. Of this number, probably 50,000 have gone from farms, and that, be it remembered, in a country where there never was enough labour available, where enough people could not be secured to go on the land. That explains why there will not be so much land in crop next year as there was last. With respect to the people who return to the Prairie Provinces, they have largely gone from farms and they can go back to the same farms and be absorbed with very little difficulty. Those who return to the cities must be looked after by the city people, who best understand the conditions that confront them.

In the case of immigrants to the Prairie Provinces, first of all, ascertain exactly how much labour in the shape of men without capital can be absorbed by the men already on the land. Find out how many men there are with a limited amount of capital, and establish a bureau which will have a complete inventory of all lands that are available for settlement at the very lowest price. Evolve a plan by which men with moderate capital can be assisted.

Under the existing conditions, there does not seem to be any possibility in British Columbia for a farmer to make a living cultivating the land around Vancouver. I admit that those lands are rich and fertile, that there is a good market convenient, and that they are provided with lumber and other necessities. Still those lands cannot be bought for any such purpose. I spent a month in British Columbia investigating conditions, and found that speculators have advanced the price of these lands to anywhere from \$200 to \$500 an acre. At that rate no farmer could raise products to be marketed in the city, especially when the lands are heavily timbered, as they are in some cases.

The question has been raised about Canadians not supplying their home market. A gentleman said to me one day: "How is it you people allow Australian mutton to be sold in Vancouver?" I replied, "Van-

couver is farther away from Calgary than from New Zealand, because the freight rates from that country are lower than they are from Calgary."

REV. J. I. MANTHORNE (Avonmore): In reference to establishing a class of people in one community by themselves, I spent ten years in the West, and was able to observe the results of that system. In the West, there are Ruthenian, Doukhobor and Polish settlements. Our object should be to make these people Canadians and inspire them with a love of Canadian ideals, Canadian aspirations, Canadian customs and Canadian education. If these races are established by themselves they will have their own ideals, their own customs and their own morals, which will be such as they brought from the country of their birth. Would it not be better, at least in the West, to place these people among Canadians, where they will come into close contact with them and absorb Canadian ideals, adopt Canadian customs and benefit by Canadian education?

#### DEPARTMENT OF MUNICIPAL AFFAIRS

MR. G. F. BEER (Toronto): Everything that has been already said has been appropriate to our gathering, but, at the end of the day, we feel like asking what is the chief thing, and we should have a brief experience meeting upon that point. I am absolutely convinced that some measure of central control and guidance is the first step towards the accomplishment of that which we have really at heart. If we go on each pulling a separate string we shall never get anywhere. We have all been connected with various organizations and we have been bitterly disappointed to see how we have failed to progress. The reason is that we have not really got hold of the right string. Hon. Mr. Hanna's promise that, ere long, Ontario will have a Department of Municipal Affairs, well-equipped and competent in every respect, has made this meeting memorable. If we go away from here determined to forget all about our little projects—whether it is house planning or town planning, or architectural beauty, or any other thing—if we just forget them for a moment and say that, during 1916, we want a Department of Municipal Affairs in every province, if we concentrate our interest on that demand, we shall have accomplished more in one year than we can get in ten years' time by pulling separately.

MR. J. O. MCCARTHY (Toronto): Hon. Mr. Hanna, in his splendid luncheon address to-day, referring to the proposed Town Planning Act, said that it would take the place of a good deal of the existing Municipal Acts of Ontario and of the other provinces. That is one very good reason why a Town Planning Act should be adopted. Our present Municipal Act, in form as well as in law, has grown in a measure out of the re-



quests and urging of different and varied municipalities rather than under the guidance of any well-informed, central, co-ordinate body of power. A great deal of the objectionable private act legislation in the different provinces for different municipalities would not have been needed had there been provincial municipal departments. I say 'objectionable private acts,' because, if any municipality in Ontario should place its bonds in any foreign market with a foreign investor, it is not sufficient that he see the Municipal Act of Ontario, not sufficient that he see the by-law of any municipality authorizing it, it is also necessary that he go back through all the years and see that there are no private acts relative to that municipality that would affect his investment, and, if you desire to make your municipal securities more marketable, that is one very good reason why there should be in every province a Municipal Department. It is too largely true of the municipal law to-day in the different provinces of Canada, that, like Topsy, it 'just grew.' A Department of Municipal Affairs would give a responsible power that is now lacking, it would abolish the patronage system under which in many municipalities, the Lodges have more influence than a University in the matter of civic appointments. By means of it you could fasten responsibility upon somebody. One of the great weaknesses of municipal government to-day is that it is impossible to place the responsibility for any act of administration upon any particular individual.

The need of broader and uniform accounting systems demands the creation of provincial municipal departments. If there is a city in Canada with an accounting system that gives the ratepayer an intelligent idea of the cost of municipal service, I should like to know that city. The municipal ownership of public services provides an additional reason why we should have provincial municipal departments that can secure and force a proper accounting system in these different services, so that we can know whether these services are self-sustaining or being bolstered up out of the tax rate.

Municipal governments to-day are dealing with many problems that the provincial government could deal with more efficiently and more economically. Unemployment and the care of the feeble-minded are provincial not municipal problems, and can be cared for by the province to greater advantage. Again, with regard to town planning, from \$2,000,000 to \$4,000,000 of the taxation in my own city, and in many cities of Canada, is due to the annexation of undeveloped areas. Why then do municipalities do it? Partly to prevent slum areas, partly to secure some uniformity of streets, partly to prevent the granting of dangerous franchises in a territory that is sure later on to become part of a municipality. Consequently a provincial municipal department is in a better position to take care of these different powers. I had hoped

to-day for a rather definite announcement from Mr. Hanna in regard to the creation of a Department of Municipal Affairs in the province of Ontario. We who heard him at luncheon felt sure that he was convinced of the need of it, but he seemed to hesitate on financial grounds. If the Government of Ontario will organize a Department of Municipal Affairs and give as good service as Hon. Mr. Hanna has given in prison reform, in his Health Department and in social reform work in the Province, the municipalities will pay willingly the cost of that Department, and it would be money saved to them in the end.

I hope that the Provincial Governments will not wait until after the war to take action. I would rather that they would look upon the war as one reason why they should take action now in order that we might improve conditions with the least possible delay. I hope that the Provincial Government of Ontario, in particular, will listen to the judgment of this representative Conference.



## RESOLUTIONS

DR. J. W. ROBERTSON, seconded by Dr. Jones, proposed the following resolution.\*

**Planning of Rural Districts** "Whereas the present method of planning, dividing and settling land in Canada for agricultural purposes has not met with that measure of success which might be expected, having regard to the great natural advantages we possess in the Dominion, the League resolves to recommend the Federal and Provincial Governments to make investigations into the problem and to consider any other more scientific method of laying out the land so as to encourage greater co-operation among farmers, and secure better facilities for transportation, education and social intercourse. In view of the conditions likely to arise after the war, and in connection with the return of soldiers from the front, the League desires especially to direct attention to the need of this problem being dealt with in the immediate future."

MR. J. O. MCCARTHY (Toronto) moved, seconded by Controller T. J. Morris, of Hamilton, the following:

**Department of Municipal Affairs** "It is hereby resolved to recommend each provincial government to create a Department of Municipal Affairs, whereby the best expert advice will be placed at the disposal of the municipalities and proper control will be secured over municipal finance, and in view of the great need for uniformity in sanitary and town planning administration and the exercise of economy in regard to municipal business, we urge the desirability of early steps being taken to have such a Department created in each province."

MRS. ADAM SHORTT moved, seconded by Dr. W. H. Atherton: "That the League petition the Dominion Government to establish a Federal Department of Public Health, in order that all matters of health and disease under federal, provincial and municipal jurisdiction, the compilation of health literature, the direction of research work and the preparation of statistical records, may be systematized, co-ordinated and unified for the sake of greater economy, progress and efficiency."

**Immigration After the War** DR. C. J. HASTINGS moved, seconded by Dr. G. C. Creelman: (a) "That, to deal adequately with the problems of immigration to Canada which will arise after the war, the Minister of the Interior, as representing the Federal Government, be urged to call together for consultation with the officers of the Department, the min-

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\*This and the succeeding resolutions were approved subject to their being referred to the Executive Committee for consideration and future action.

isters and officials of the several provinces dealing with immigration, as well as representatives of any commissions or committees now dealing with problems of unemployment and settlement of public lands, to discuss some definite scheme for dealing with immigration."

(b) "That a committee be appointed to draw up a report of suggestions on the immigration problem and to present it to the Economic and Development Commission."

**Municipal and Vital Statistics** DR. H. P. BRYCE moved, seconded by Dr. C. J. Hastings: "That it is desirable that the Federal and Provincial authorities co-operate in the work of collecting, compiling and publishing the municipal and vital statistics of the Dominion."

Dr. Bryce said: The Federal Government, by the British North America Act, has charge of the census and statistics while, as a matter of fact, for forty years, the only statistics we have had in this line, except the ten-year census ones are those of the provinces. It is most desirable, as everyone can see, that the work of collecting the Federal and Provincial statistics be correlated.

**Topographical Maps** MR. G. R. G. CONWAY moved, seconded by Mr. N. Cauchon: "That topographical maps be prepared for Canadian cities by co-operation between the surveying departments of the Federal Government, the provincial governments and the local authorities."

**Uniform Municipal Statistical Reporting** DR. H. L. BRITAIN moved, seconded by Dr. C. C. Jones: "That a committee of three be appointed to study the question of uniform municipal statistical reporting; that this committee endeavour to secure the co-operation of the Census Branch of the Department of Trade and Commerce; also, that a committee of three be appointed to study the subject of uniform municipal accounting, in order that comparisons may be drawn between municipalities of approximately equal size, and that these committees report at the next meeting of the conference."

HON. SYDNEY FISHER moved, seconded by Mr. G. Frank Beer: "That all resolutions be referred to the Executive Committee, to consider what action this League ought to take and to provide for such action."

MR. J. H. GARDEN: I have a resolution to propose. I am satisfied there will be no discussion on it, that the decision will be unanimous. It is one of the most important resolutions that will come before us. The only unfortunate thing about this is the title "The Town Planning Act." the phrase "town planning," to me, is not a good name. I have never liked it. It does not seem to convey the object and character of the work which it is supposed to describe, and I should like to see some new word coined to express what town planning means. In moving this resolution I shall simply read it to the meeting.



Town Planning Act "That each of the provincial governments be urged to pass a Town Planning Act, as drafted by the officers of the Commission of Conservation, especially in view of the necessity for securing greater economy in connection with the development of land, greater convenience in the layout of streets, and preservation of natural features."

CONTROLLER T. S. MORRIS: Might I add a clause to this resolution? I think we ought, as far as possible, to do what we can to help it through and I would move that this clause be added: "That city councils, boards of trade, and other civic associations throughout Ontario, urge on the Ontario Legislature the passing of the Town Planning Act this session."

MR. G. F. BEER: Embodying the principles incorporated.

CONTROLLER T. S. MORRIS: Exactly.

MR. G. F. BEER: What is the matter with Quebec?

CONTROLLER T. S. MORRIS: I am speaking for Ontario.

MR. THOMAS ADAMS: This League is Dominion-wide and it would be better to put it in a form that would appeal to all municipalities in all provinces in which town planning acts have not been passed.

DR. P. H. BRYCE: Would it not be well to add that they proceed to do this this year? Mr. Garden could add that.

SIR JOHN WILLISON: Would it not be a practical thing and perhaps a wise thing in this addition to the motion to suggest that this League draft a letter to the municipalities asking them to petition the various governments, to pass the Town Planning Act, *i.e.*, make a direct appeal from the League to the municipalities to petition.

CONTROLLER T. S. MORRIS: And boards of trade and other civic associations.

SIR JOHN WILLISON: Yes.

DR. P. H. BRYCE: Would that not come up as a proper action for the Executive?

MR. J. H. GARDEN: This is the same as all the others, it will need to be followed up. Everything will have to be done that is possible with all these resolutions, and I think it will take just the same course as the others. I agree that the cities should do this. It is for them to take the initiative in appealing to the legislatures. I think it is a proper work for the executive committee to take every step, not only in Ontario, but in every other province.

THE CHAIRMAN (Sir John Willison): I declare this resolution carried, with the addition of the amendment to the effect that the municipalities, boards of trade and other organizations be requested to petition the various provincial governments to pass town planning acts.

**Uniform Civil Service Regulations for Municipalities** DR. WM. H. ATHERTON moved, seconded by Mr. J. P. Hynes: "That a committee of three be appointed to study the subject of uniform civil service regulations for municipalities, and that Dr. Adam Shortt, Chairman of the Civil Service Commission, be requested to co-operate with this committee, which shall report to the conference at its next meeting."

#### VOTES OF THANKS

DR. P. H. BRYCE: I believe it incumbent on this meeting, which has had so many courtesies shown it, to express, by a vote of thanks, its appreciation of the action of the Government in allowing the use of this Railway Committee Room.

We should express to His Royal Highness the Governor-General our thanks for his courtesy in opening this meeting.

We should also thank by formal resolution Hon. Mr. Hanna for the splendid way in which he has assisted our deliberations.

Resolution seconded by Dr. C. J. Hastings and carried unanimously.

MR. THOMAS ADAMS moved, seconded by Rev. W. M. H. Quarman: "That the meeting cordially thank Sir John Willison and Hon. J. J. Guérin for their services as chairmen of the Conference."

Resolution carried unanimously.

SIR JOHN WILLISON: It has been a happy privilege to preside over this meeting. I am greatly interested in the work in which we are engaged and which I hope we shall carry on to successful results in many fields. I do sincerely want to thank you for making me the Chairman of this very important national body, and to give you my assurance that any time, thought, and energy that I can use efficiently for the objects to which we are devoted I shall be glad to give.

DR. C. J. HASTINGS moved, seconded by Dr. P. H. Bryce, a hearty vote of thanks to Mr. Adams for the very valuable service rendered by him in connection with the organization.

Resolution carried unanimously.

SIR. JOHN WILLISON: I declare the Conference adjourned and thank you for your attendance.



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IMPROVEMENT LEAGUE, JANUARY 20, 1916

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H. R. Grant, New Glasgow  
Dr. Howard Murray, Dalhousie College, Halifax  
Hon. Senator L. G. Power, Halifax

PRINCE EDWARD ISLAND :

Hon. A. E. Arsenault, Summerside  
Hon. J. A. Mathieson, Premier, Charlottetown  
Hon. M. McKinnon, Charlottetown

NEW BRUNSWICK :

R. R. Bradley, St. John  
Dr. C. C. Jones, Chancellor, Univ. of New Brunswick, Fredericton  
R. B. Miller, Fredericton

QUEBEC :

Frederick Abraham, City Improvement League, Montreal  
Dr. Frank D. Adams, McGill University, Montreal  
L. A. Amos, Mayor, Lachine  
Dr. U. Archambault, Mayor, Hull  
Dr. Wm. H. Atherton, Montreal  
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Alderman Arthur Vincent, Longueuil  
Septimus Warwick, F. R. I. B. A., Montreal  
Frederick Wright, Editor, "Municipal Journal," Montreal.

## ONTARIO:

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 Mrs. Thomas Adams, Ottawa  
 W. F. V. Atkinson, Sault Ste. Marie  
 Percy M. Baldwin, Ass't. Editor, Commission of Conservation, Ottawa  
 G. Frank Beer, Toronto-Hamilton Highway Commission, Toronto  
 Dr. Frank E. Bennett, St. Thomas Horticultural Society, St. Thomas  
 Rev. Orr Bennett, Ottawa  
 W. J. Black, Economic and Development Commission, Ottawa  
 W. H. Breithaupt, Vice-Pres., Berlin Civic Assoc., Berlin  
 Dr. Horace L. Brittain, Director, Bureau Municipal Research, Toronto  
 Dr. P. H. Bryce, Medical Inspector, Immig. Br., Dept. of Interior, Ottawa  
 F. E. Buck, Asst. Horticulturist, Experimental Farm, Ottawa  
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 Mrs. W. B. Burgoyne, St. Catharines  
 L. D. Burling, Geological Survey, Ottawa  
 Hon. Martin Burrell, Minister of Agriculture, Ottawa  
 J. E. Caldwell, City View  
 Noulan Cauchon, Economic and Development Commission, Ottawa  
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 W. Sanford Evans, Ex-Mayor, Winnipeg  
 R. D. Waugh, Mayor, Winnipeg

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 James Douglas, M.P., Edmonton  
 James H. Garden, President, City Planning Commission, Calgary.  
 T. B. Kidner, Secretary City Planning Association, Calgary  
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